TOURISM DEVELOPMENT IN ONTARIO NORTH OF 50
Volume One
ISSUES AND POLICY OPTIONS

the ROYAL COMMISSION on the NORTHERN ENVIRONMENT

TOURISM DEVELOPMENT
IN
ONTARIO NORTH OF 50°

Volume One

Issues and Policy Options

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From the Office of
the Commissioner

PREFACE

Relationship of Tourism to the Commission's Mandate

The mandate of the Royal Commission on the Northern Environment directs me to make recommendations concerning both the manner in which the development of major enterprises takes place in Ontario North of 50° and the means whereby decisions to undertake such enterprises are reached. Hence this Commission's program has been governed by my two overriding concerns. One is to find ways of ensuring that development, when it occurs, proceeds in an orderly fashion, working in concert with and not at the expense of the environment. The other is to explore various means of ensuring that northerners are involved effectively in decision-making on issues that affect them.

I regard tourism as a major enterprise having far-reaching implications for social and economic development, resource allocation and management, and environmental protection in all parts of Ontario North of 50°. And, for several reasons, I consider it to be a particularly appropriate enterprise for native people living in communities beyond the reach of the present network of all-season roads. The tourism sector clearly offers attractive opportunities for new development in the far north, with prospects for generating substantial income and employment for the people living there as well as benefits to the province as a whole. Tourist activities consume resources but need not deplete the basic stock of renewable biological resources on which they mainly depend provided that these resources are managed according to sound sustained-yield practices. Moreover, I am convinced that implementation of multiple-use resource allocation and management principles would permit tourist operations to co-exist over the long term with traditional, community-based trapping, hunting and fishing activities.

Native people and others living in Ontario North of 50° are understandably apprehensive that tourism could develop without adequate sensitivity to their circumstances and interests — that most of the economic benefits would leak outside the region while the adverse social and cultural impacts would be borne within it.

This must not happen, and need not. I believe that the kind of development that does occur must take advantage of the residents' existing economic and cultural relationships with their natural environment, secure a flow of benefits into their communities, and involve them fully in all aspects of planning, decision-making and facility operation.

Objectives and Scope of the Study

The Commission undertook this study of tourism prospects for Ontario North of 50° in order to obtain an assessment of the opportunities available, a set of realistic alternatives for tourism development, and a view of tourism's place in the spectrum of competing demands for the region's natural resources.

Since specialized wilderness resource-based tourism, encompassing hunting, angling, camping and travel, is clearly the most appropriate type for the greater part of Ontario North of 50°, the Commission's terms of reference for the study accorded it priority. Issues of general tourism and outdoor recreation were to be dealt with also, but only to the extent that they are manifest north of 50° or are likely to impinge on wilderness tourism there.

Implications for Further Action

The production of a development plan for the tourism sector is sorely needed but beyond the scope of my Commission. However, I am pleased to find that the study has an essentially practical orientation that will help others to draw up proposals that can be implemented, since it evaluates alternative policies and strategies for the allocation and management of renewable and terrain resources, for tourist market exploitation, for investment in tourist facilities and maintenance and management of them, and for attainment of local income and employment impact.

This study forms a crucial part of this Commission's research. I am relying on its findings, as well as on public submissions on tourism matters, in formulating my final recommendations. The reports on various aspects of tourism development will undoubtedly prove useful to those having responsibilities for planning and decision-making in the tourism field and can serve as a major source of information for participation by interest groups and the public generally in the planning and decision-making processes.

J. E. J. Fahlgren,
Commissioner

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This publication has been prepared for the Royal Commission on the Northern Environment. However, no opinions, positions or recommendations expressed herein should be attributed to the Commission: they are those solely of the author.

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ISSUES AND POLICY OPTIONS

INTRODUCTION

Terms of Reference

The terms of reference for this study of *Tourism Development in Ontario North of 50°* established three main objectives:

1) to assess the magnitude and socio-economic significance of development opportunities for wilderness-based tourism in the region;

2) to design a set of alternative policies and strategies to ensure that prospective local entrepreneurs are placed in a position to effectively exploit and benefit from these opportunities; and

3) to evaluate the future role of tourism within the context of increasing general development pressures and their associated economic, social and natural environmental consequences for people and resource uses in the region.

The terms of reference further stipulated that this study should focus primarily on wilderness-based tourism, while according treatment to resort and family oriented tourism and outdoor recreation only to the extent that they are manifest north of 50° or likely to impinge on wilderness tourism in the region. They also established that the study was to present options for future consideration rather than hard recommendations or a development plan for tourism.

Scope and Methodology

The terms of reference also set out a number of specific investigations to be undertaken towards meeting the main objectives: data assembly; evaluation of natural resource supply for tourism, current tourism development, and markets; estimation of prospects for development; identification of alternative strategies for resource allocation and management, market penetration, investment, operational efficiency, and maximization of economic impact; and evaluation of these alternative strategies in terms of their social, economic and natural environmental implications.

As set out in its terms of reference, the study was conducted in three phases, the first entailing reading and interviews to establish viewpoints of interest groups and assemble basic documentation, the second calling for the assessment of opportunities, strengths and weaknesses associated with tourism, especially wilderness-based tourism, and the third culminating in the portrayal of alternative policies and strategies for resolving issues confronting tourism and for securing viable and beneficial tourism development.

Problems and Limitations

As it turned out, the study has had to deviate in several respects from the terms of reference established for it. The volume of information available for some facets of the work — supply aspects and transportation infrastructure, for example — was found to be too massive to do full justice to. On the other hand, reliable data on such topics as current facility operations and markets proved to be unobtainable, given the resources available for the study. Certain key documents on government policy were withheld.

Finally, circumstances beyond the control of this research stood in the way of an effective contribution by native people to either the data base used or the preparation of the statements on issues and policy options. This is a crucial defect; in effect, native people have been placed in a retrospective reviewers' position in relation to this study, rather than a prospective contributors' position. All the more reason, then, for their response to the published report, and their viewpoints on tourism generally, to be accorded full consideration in future planning and decision-making having to do with the development of tourism in Ontario North of 50°.

Presentation Format

The results of this research are presented in five volumes. This volume summarizes the main issues confronting the development of tourism in Ontario North of 50° and identifies and evaluates the range of policy and strategy alternatives for resolving them. It represents essentially a synthesis of the perspectives and insights gained during the course of this research, and employs novel approaches to the categorization of both issues and alternatives.

The four other volumes in the set present detailed technical information and evaluations for four key components of the tourism field: the climatic foundations, the heritage resource foundations, transportation infrastructure, and tourist facility development. While they do not cover the entire spectrum of subjects considered in this research, they provide the main factual and evaluative background for this volume on issues and options.

PART ONE

SUMMARY OF ISSUES

PART ONE

SUMMARY OF ISSUES

UNIVERSAL AND UNIQUE ASPECTS

This summary brings together the various issues discussed in the separate reports dealing with climate, heritage resources, transportation infrastructure, and tourist facility development, together with others identified during the conduct of the tourism study. The broader categories devised for the ordering and presentation of these issues are those considered useful for facilitating the work of the Royal Commission on the Northern Environment and the deliberations of decision-makers in government and private entrepreneurs having a stake in the tourism field.

Many, and perhaps most, of the issues and sub-issues discussed here are encountered in one form or another in the world's literature on tourism. In this general sense, the issues of any region are not unique and much can be learned from the responses to similar concerns elsewhere. Even so, particular solutions that have worked elsewhere cannot be simply transplanted into any individual region, such as Ontario North of 50°, because each region has a unique character imposed by physical and social environments that are replicated nowhere else. Identification and accommodation of both the universal and unique aspects of an issue are prerequisites for its successful resolution.

Moreover, issues in the tourism field are interrelated with those in other fields and cannot be satisfactorily resolved without reference to them. Indeed, the issues related to tourism in Ontario North of 50° are particular manifestations of broader ones and can be subsumed under broader categories that transcend the tourism field. Issues of access to information, involvement in decision-making, accountability, resource allocation and management, heritage preservation, marketing, economic impact, and planning are as relevant to development generally as they are to the tourism development sector in particular.

CLARIFICATION OF CONCEPTS AND TERMINOLOGY

An operational definition of the concepts and terminology of the summary statement that follows is considered essential, given the confusion and ambiguity that currently surround this general area of discussion. The intent is entirely pragmatic, namely to attain clarity within the limits of this study. No attempt is made to provide a comprehensive treatise on issues in resource planning and management in the public and private sectors.

DEFINITIONS

For the purposes of this study an issue is defined as a disputable or contentious matter:

- involving something of major significance for tourism,
- in which there is widespread interest and discussion, and
- for which the time for decision-making is propitious.

The differentiation of issues by type and focus of interest is summarized in the following chart.

CHART 1

SCHEMA FOR ISSUES

Type of Issue	Focus of Interest
1) Public/political policy	Citizens at large and political groups
2) Government administration	Government administrators
3) Private tourism sector	Tourism associations or tourism industry as a whole

In this report, issues of the first type — those that focus on policy values, preferences and implemental strategies and involve the general public, political groups and senior government executives — receive attention. Issues of types 2 and 3 are considered beyond the primary concerns of this study.

ORIGIN OF ISSUE STATEMENTS

The broad, fundamental issue categories were derived from a synthesis of information gained from examination of the literature and discussions with knowledgeable government and private individuals and groups. The individual issues and sub-issues more frequently represent a simple or direct recording procedure. Two points require note.

Firstly, discussions with individual private sport camp operators and air carriers involved in the business were limited, primarily due to time constraints. It is felt, however, that the much more extensive contacts made with government administrators and the executives of tourist/travel associations in the region provided an adequate appreciation of the scope and priority of issues. Public review of the report may result in some elaboration in detail or the identification of additional examples of the issue statements. However, the general thrust will likely remain unchanged.

Secondly, contact with native people was limited to an exploratory discussion with Treaty No. 9 and meetings with a few camp operators. An extensive review and public discussion of this report in the native settlements, particularly by sport camp operators and local band officials, may lead to the identification of new types of issues and a deeper appreciation, elaboration or revision of those listed.

FRAMEWORK OF ISSUES

There are numerous possibilities for organization of the individual issues identified during the course of the study. The system imposed was governed by pragmatic considerations, that is, by the needs as defined by the primary objectives of this study. Initially, the issue statements were assembled under major divisions of the tourism field, including supply, demand/market, planning, financing, and economic and social impact. The results of this initial procedure are evidenced to a considerable extent in the issues and sub-issues presented.

The second stage of the classification, resulting in the development of issue categories and some of the more generalized issue statements, involved a distinctly different procedure. Here, a synthesis that was both inductive and deductive in nature was involved. To a considerable degree, the process reached beyond the limits of the tourism field to the broader spectrum of socio-economic development throughout Ontario North of 50°. The specific tourism issues were then incorporated as integral components within the framework of general issue categories. In this manner, the tourism issues were linked to the broader interests and concerns of the Royal Commission on the Northern Environment.

CLASSIFICATION OF ISSUES

CATEGORY A: RELATED TO ACCESS TO INFORMATION

This category of issues centres around the freedom, timeliness and ease of access of the tourism sector to information concerning government's decision-making, administrative structures, and planning related to the allocation, maintenance and development of natural resources and the environment. It includes concerns arising from government's activities at both the political and the administrative level. Tourism provides only one example of a wide range of social and economic sectors upon which this issue category impacts. Moreover, this category has important constraining relationships for many specific tourism sector issues noted subsequently under other categories. Equally important, access to information is a fundamental prerequisite for the satisfactory resolution of the category of issues concerned with public participation in the decision-making process.

Administratively, this category of issues revolves largely around the operations of the Ministries of Natural Resources and Northern Affairs. The former is responsible for the maintenance and allocation of the land and water resources on which so much of the tourism industry is based. The Ministry of Northern Affairs determines much of the overall policy and provides considerable stimulative funding through its budget appropriations and the administration of federal-provincial cost-sharing agreements. The Ministries of Transportation and Communications and Tourism and Recreation are also involved to a considerable degree.

Issue 1: Government versus Private Tourism Industry Responsibility for the Identification of Available Information

Government has accepted responsibility for the preparation of lists of available publications and their public distribution. It is clearly the responsibility of the tourism industry to examine these in relation to its particular interests. There are, however, a host of internal government reports of committees, task forces and working groups containing new or condensed and interpreted versions of existing data that are, or could be, of immense value to the tourism industry. These are often considered by provincial government administrators to be restricted, or are not offered until identified and specifically requested. Timely and significant information that could often play a vital role in decision-making affecting tourism, therefore, lies beyond knowledge or reach of those whom it most vitally affects, in this case the residents of Ontario North of 50°. Cases in point are the high degree of secrecy surrounding the report of the Task Force on Parks Systems Planning (often termed the Monzon Report after the Chairman of the group), the delayed release of this report, and the reluctance of the Ministry of Natural Resources to provide internal documentation on such subjects as its policies on resource allocation north of the seventh and eleventh baselines and Indian employment to the Commission.

The tourism industry, on either an individual operator or association basis, has neither the time nor the resources to engage in sustained information detection across the entire range of provincial ministries directly and indirectly affecting its current and future operations. Government has a primary responsibility in this instance, and the Ministry of Tourism and Recreation has an important leadership function to perform, possibly through its public information agencies. The operations of all provincial ministries directly or indirectly impacting on tourism must be thoroughly examined with respect to the need for secrecy and information restriction. The matter reaches far beyond the tourism field to the core of viable democratic government.

Issue 2: Government Responsibility to Facilitate Access to Vital Information

The regionalization of provincial government administration has resulted in a very dispersed body of information at the various headquarters, regional and district levels. Frequently, it can be very costly in time and money to access the documentation associated with a particular problem related to the planning, allocation, development and management of tourism resources.

Government has a responsibility to offset these limitations of access that can be particularly constraining for residents of Ontario North of 50°, especially those living in the remote settlements. Collections of all vital documentation in regional offices, and perhaps some district offices, that are readily available to the public would be useful, but only if they are comprehensive and regularly updated. Some form of information service centre, possibly equipped with an on-line retrieval system, would be helpful. The provision of financial assistance to tourism groups, both native and non-native, so that they can gain access to information is a disputable aspect of this issue, particularly in view of its cost implications. It is clear, however, that the problem requires immediate attention leading to an overall remedial strategy.

CATEGORY B: RELATED TO TOURISM SECTOR INVOLVEMENT IN DECISION-MAKING

Another consequential issue category, around which a number of sub-issues revolve, is that pertaining to the need, and most appropriate structure and process, for the effective participation of the tourism sector in government decision-making related to resource planning, allocation and management. Again, this is a specific expression of a more general issue of effective public participation in government decision-making across the entire social, economic and natural environmental spectrum in Ontario North of 50°.

For tourism, this group of issues has recently received its sharpest focus with regard to the strategic and district land use planning processes of the Ontario Ministry of Natural Resources, the Forest Management Agreements concluded with the forest products industries by that ministry, and the construction of forest access roads funded under the Canada-Ontario Forest Management Subsidiary Agreement. A satisfactory resolution of the issue of access to information is obviously a prerequisite for dealing with this problem. Moreover, the extensive list of issues that follows suggests that a very substantial area of indecision, confusion and, to some degree, hostility could be involved.

Issue 1: The Basic Right and Legitimate Limits of Tourism Sector Involvement

Some regard tourism sector involvement with the decision-making process of government as limited and somewhat peripheral. Others, particularly representatives of the tourism sector, both native and non-native, consider it a basic right of the individual operator or the industry. Moreover, they claim that involvement reaches throughout the entire range of decision-making, including resource management and allocation, planning and development.

Issue 2: The Legitimate Range of Interest Groups that Should be Involved in Ontario North of 50°

A sharp distinction is often made on a geographic basis. Some feel that only northern residents should be involved in the decision-making process. Others claim that the full range of affected interests throughout the province is equally entitled. A further distinction is frequently made between tourist operators with vested financial interests and people with concerns about public park development or environmental conservation and preservation. The fact that government is continuously attempting to strike a reasonable working balance between interest groups does not negate the importance of this issue.

Issue 3: The Desirable Structure and Process for Effective Intervention of Tourism Interests

An enormous range of opinions exists respecting the desirable structure and process required for effective participation by tourism interests in decision-making. Clearly, there is no prescribed solution or set of solutions for this issue. Its resolution requires exploration and experimentation in the general area of public involvement with government decision-making across the entire field of resource planning, management and utilization in Ontario North of 50°. Moreover, the situation is further complicated by the need to involve the local native population with its distinctive set of values and expectations.

Sub-Issue (a): Intermittent as Opposed to Sustained Participation

Involvement on a relatively continuous basis through some form of representation on decision-making bodies, as opposed to periodic consultation in crisis situations, is considered essential by many. In this manner, the tourism industry can become fully apprised of matters affecting it and effectively participate in the decision-making process. Others feel that such demands indicate an inadequate understanding of the processes of government and public administration, and that the concept is not operationally practical.

Sub-Issue (b): Prospective Involvement as Opposed to Retrospective Final Approval Participation

Prospective involvement has the potential to be really effective and satisfying in that the tourism industry would be drawn into decision-making affecting its interests from the inception of concepts, through their assessment stages, to final approval. Retrospective participation is usually restrictive in its impact because the major decisions have often been already taken and the opportunity to influence matters is limited to minor or relatively unimportant aspects. Such participation becomes largely cosmetic in nature. This situation is characteristic of participation by the tourism sector in the strategic and district land use planning of the Ontario Ministry of Natural Resources.

Sub-Issue (c): Peripheral Consultation and Fact-Collecting as Opposed to Critical Participatory Involvement

Frequently, government's approach to the private tourism sector is essentially to seek its assistance or cooperation in factual data and opinion collection for the preparation of reports upon which decision-making will be based. This process cannot be considered effective participatory, prospective involvement in planning or decision-making.

Issue 4: Appropriate Tourism Sector Involvement in Forest Access Road Planning and Approval Processes

The review and approval process adopted by the district offices of the Ministry of Natural Resources for the annual road plan is essentially retrospective and advisory/consultative in nature insofar as interest groups outside the ministry and the forest extraction companies are concerned. All major initial policy and strategy decisions concerning the primacy of land use in an area, general route location and construction timing have been made by the company in consultation with MNR or perhaps provincial grant funding agencies such as the Northern Ontario Resources Transportation Committee. The reactive review process of the tourism sector, either on a group or individual basis, focuses almost entirely upon adjustments in alignment and buffer forest reserves designed to mitigate detrimental impacts. In effect, the major decisions are taken outside the influence of the tourism

sector and reach it essentially as a *fait accompli,* leaving only minor items to be influenced by the review process. A new approach, bringing both the tourism sector administration of the provincial government and the private enterprise operators into the formative stages of the process, is essential.

CATEGORY C: RELATED TO ACCOUNTABILITY

Adequate accountability for decision-making by both government and private enterprise has become a major issue for tourism development in Ontario North of 50°. This is particularly true for government, which is not subject to profit-and-loss accounting. The limits of the requirement and the procedures necessary for the attainment of satisfactory accountability remain at issue.

Issue 1: Accountability of Governments to the Private Tourism Sector for Decision-Making Respecting the Supply, Marketing, Development, and Operating Foundations of the Industry

This issue embodies one of the most serious constraints on attempts by the tourism sector to interface effectively with governments on contentious matters. It is true that governments ultimately are responsible to the electorate for their actions. Even so, a mechanism must be built into the government decision-making system that allows for the ready identification of agencies and individuals responsible for decisions at the political and administrative levels affecting the tourism industry in Ontario North of 50°. Moreover, opportunities must be built into the system to ensure performance evaluation in terms of effectiveness and efficiency and to make the results manifest to the interested public.

Issue 2: Accountability of the Tourism Industry to Governments for the Use of Resources Placed at its Disposal Under Licenses and Permits

For tourism, accountability takes the form of accurate and timely reporting to government of operating aspects, including guest volume and resource harvesting, considered necessary for efficient and effective resource management. Some regard this reporting requirement as an imposition and constraint on their rights and freedom to operate a business. Others accept it as a reasonable requirement that is in the long-range interests of the industry. The problem centres primarily on what can be considered to be a reasonable time and cost demand by government.

Issue 3: Accountability of Native Groups for Financial and Material Assistance Provided for Tourist Facility Planning, Development, Management, and Operation

The apparent unsatisfactory accountability of native people, particularly in group situations, for financial and material assistance

provided for tourist facility planning, development, management and operation is undoubtedly one of the most serious of this group of contentious matters. In the present era of public expenditures, characterized by budget constraints, by demands for stringent expenditure controls and by increasing emphasis upon program and project efficiency and effectiveness, past procedures and practices are no longer tolerated by central budgeting agencies. Funds provided will have to be rigidly applied to stipulated purposes, budget estimates adhered to, and capital structures and equipment regularly inventoried and maintained in good order to the end of normal life expectancy.

CATEGORY D: RELATED TO NATURAL RESOURCE POTENTIALS, ALLOCATION AND MANAGEMENT

Some of the most fundamental and contentious issues related to current and future tourism development across Ontario North of 50°, and the remote northern areas surrounding the native settlements in particular, are associated with this category. This is to be expected since the category reaches directly and significantly to sharply contested differences in basic attitudes, philosophies, interests, and policy outlooks concerning resource ownership, priority user rights, resource use, allocation practices, management procedures, and conforming/non-conforming, compatible/incompatible and single/multiple uses.

Issue 1: The True Strengths and Limitations of the Supply Foundations for Tourism

At issue is the unique character of the geographical foundations for tourism development in Ontario North of 50°, in terms of both the strengths and limitations of the natural resource supply foundations and the opportunities and constraints of the socio-economic fabric of the remote native settlements. Many view the area as a vast storehouse of unexploited angling, hunting and wilderness travel opportunities awaiting development by commercial entrepreneurs in the traditional manner that characterized past development to the south. Others consider the exploitable resources to be limited in scale and variety and discretely distributed in an area transitional between the northern edge of the Boreal forest and the Arctic environment. This resource pattern, together with the dominantly native population in the far northern settlements and its weak and comparatively opportunity-deficient local economic structures, is said to demand a specially tailored approach to tourism planning and development. The simple northward progression of the development patterns and procedures of the south would be considered an economic and social disaster.

Issue 2: Native Priority Right of Access to Resource Potentials in Part of Ontario North of 50°

The priority right of access of the local native population to those natural resource potentials of Ontario North of 50° situated to

the north of the 7th and 11th baselines and the Albany River is an issue of fundamental importance. The basic question is straightforward. Will tourism development opportunities in general, and those for angling, hunting and wilderness travel enterprises in particular, be reserved for native people or will there be unrestricted access to development opportunities for all residents of northern Ontario or the province as a whole? More specifically, the issue is related to the extension and entrenchment of the present limitation on non-resident commercial sport camp development in the northern part of the study area until the district land use planning process of the Ministry of Natural Resources has been completed.

Issue 3: The Importance of Wilderness Environment and the Need for Designation

The importance of wilderness in Ontario North of 50° for the tourism industry is generally recognized, but the designation of such areas and the enforcement of management practices required for the maintenance of their natural attributes are strongly at issue. Moreover, the pattern of interest groups and sub-issues related thereto is complicated. Some state that the immediate designation and protection of vast areas of relatively unspoiled wilderness are a basic requirement for the development and continuance of a viable tourism industry in Ontario North of 50°. Others claim that Ontario North of 50°, outside the urban centres and the remote settlements, is a vast wilderness and that the designation of single-purpose wilderness areas, precluding multiple land use practices that bring important economic returns to the local communities, is a disaster. Furthermore, some tourism entrepreneurs view the creation of specific wilderness areas as a serious threat to their access to the fish and game resources on which their livelihood rests.

Issue 4: The True Extent and Cause of the Deterioration of the Fish and Wildlife Resource Foundations for Tourism

Many claim that there has been serious deterioration of the fish and wildlife populations on which the tourism industry depends. They cite over-harvesting by commercial fishing and by sport camp operators, as opposed to habitat destruction, as the fundamental cause. Others attribute the decline to excessive harvesting by the general public as a result of the opening of forest access roads and major highways. Still others feel that damage to habitat and wilderness, and sometimes their virtual destruction, by logging and mining operations is the basic long-term cause. In constrast, some claim that there has been no appreciable decline and can point to increases in particular game species, as for example, moose in the northern part of the study area.

Sub-Issue (a): The Scientific Validity of the Resource Information Used in Management Decision-Making

The accuracy of the resource information and the calculation procedures used by the Ministry of Natural Resources in the estimation of

fish and game populations and the productive capacity of lakes, rivers, and terrain prior to the granting of land use permits for commercial outpost camps are widely challenged by tourist operators. Many feel that excessively restrictive practices, substantiated on pseudo-scientific grounds, severely curtail the economic viability of their business operations. The biological scientists, while recognizing the limitations of their information base, feel that it is sufficiently diagnostic of problem situations and general carrying capacities.

Issue 5: Mandatory Environmental Impact Assessment for Forest Access Roads

Past exemption from mandatory environmental impact assessment of roads in Forest Management Areas, private non-subsidized company roads, and company roads built and maintained on a cost-share or subsidized basis is a major issue. Moreover, the appropriateness of the impending application of class environmental assessments to forest access roads in Crown Management Units and Forest Management Areas is controversial. The intensity of the issue is heightened by the sudden and unanticipated entrance of access roads into the landscape in force as a result of relatively massive public funding through the Canada-Ontario Forest Management Subsidiary Agreement. The roads are opening up the last frontier area of opportunities for remote Boreal forest hunting and fishing camps. There is no place for the industry to retreat to, and climatic constraints generally prohibit the conversion of present facilities to family resort complexes.

If these roads were made subject to full-scale environmental impact assessment, tourism interests would have access to a formal procedure and public forum through which the economic and social significance of their industry and the impact of roads upon it could be adequately expressed. Alternative route and alignment opportunities could be identified and assessed in terms of a total cost-benefit framework that adequately recognized tourism. Finally, satisfactory construction and operational control procedures could be imposed to minimize detrimental impacts.

Of major importance, tourism, public park and outdoor recreation groups and wildlife and fisheries management interests find common ground in this issue. Tourism should avail itself of every opportunity to strengthen and exploit this base of mutual interest and concern.

Issue 6: Appropriate Management Tools to Control the Detrimental Impacts of Road Construction and Maintenance

For controlling detrimental impacts of road construction and maintenance, a number of problem-solving tools are available to the Ministry of Natural Resources at the district management level. All have been applied at one time or another with differing degrees of success. Included are the concepts of restricted public use, controlled public use, limited time use, and the Affleck Guidelines. The

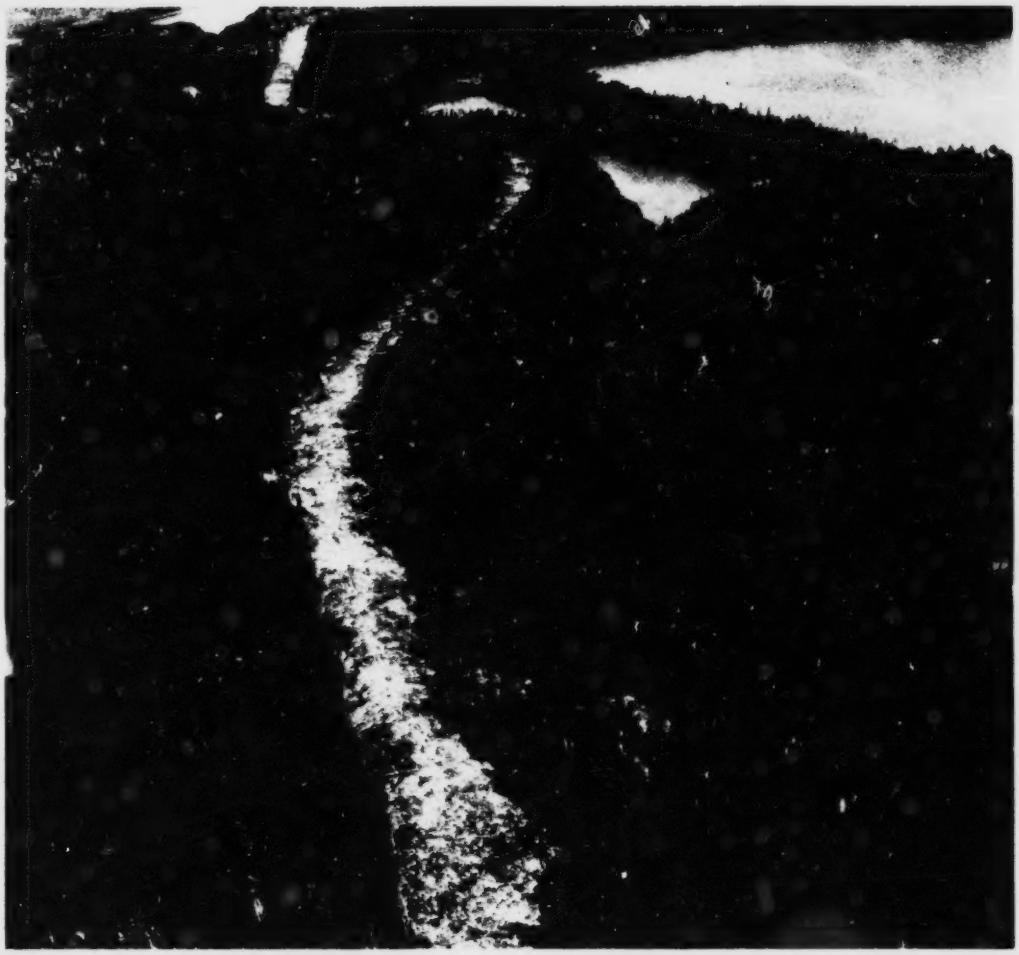


Plate 1: Access road to Detour Lake gold mine, under construction in 1981. Resource access roads undermine the wilderness attraction of remote outpost camps, such as that situated on Loune Lake, right centre. (Source: Royal Commission on the Northern Environment.)

latter are concerned largely with the limitation of timber harvesting alongside roads, rivers and lakes. This aspect of resource administration is widely at issue.

Under the *Public Lands Act*, an MNR district manager can open and close roads at his discretion. Companies can restrict the use of roads built by them on their leased limits but, increasingly, direct and indirect pressures are applied to open these roads to public use. For example, it is government policy that all roads built with grants or subsidies from MNR, the Northern Ontario Resources Transportation Committee or the Ministry of Northern Affairs must be open to public use. If the roads are open to public use, MNR does not charge private companies for the aggregates that they take from Crown lands for road construction. Since aggregates can be worth a great deal of money, the companies generally agree to public use.

Restricted public access that excludes the use of the roads by local resident sportsmen and tourists, coupled with the maintenance of adequate aesthetic forest reserves on their flanks, is clearly the optimum solution for the continuation of a viable tourism and outpost camp industry. It is equally clear that this is unacceptable to the local population and, hence, politically unpalatable. Nevertheless, it is important to note the nature and scale of the alternatives involved in the trade-offs in this instance, one of which could very conceivably entail the total or partial collapse of the remote sport camp industry in many parts of northern Ontario.

Controlled access, particularly restricted use at critical spawning or mammal reproduction periods, probably represents the minimal strategy tool that must be employed if the quality of the resource base is to be reasonably maintained, something obviously in the interests of both the commercial camp operators and the local angling population. It is probable that this communality of interests will make the controlled access tool the most acceptable of the group.

Under the limited time-use concept, forest access roads are destroyed (rendered impassable) once the area has been harvested and the subsequent silvicultural work completed. In this case, differences of opinion centre on the length of time to be allowed for reforestation work which, if excessively long, would expose high quality angling resources to virtual annihilation, and on the length of the roadbed to be destroyed. After the public has used a road for a considerable period of time, political pressures to keep it open indefinitely are often extremely strong. In some cases, commercial tourist operations may develop on the basis of the access provided, particularly the family vacation cabin type of facility that does not require the attraction of premium quality angling and hunting opportunities in order to be a viable operation.

In 1981, a sub-committee, composed of six staff members of MNR and reporting to the Northern Ontario Resources Transportation Committee, produced a set of operating guidelines for MNR's field staff in northern Ontario to use in the approval of the location of access roads so as to minimize their impact on outpost camp operations. These are referred to as the Affleck Guidelines after the chairman of the sub-committee. In addition, the sub-committee was to examine existing instructions related to forest reservations along shorelines and roads and to produce another set of operating guidelines that would optimize landscape aesthetics but minimize the loss of merchantable timber volumes. The results of both mandates of the sub-committee are of vital consequence to tourism.

Issue 7: The Equitable Allocation of Costs for Environmental Quality Maintenance and Rehabilitation

The equitable allocation of costs between industrial resource users, including the tourism sector, and society as a whole for natural resource quality maintenance, rehabilitation and enhancement is constantly at issue. Actually, two approaches to this problem appear to

be concurrently in use in Ontario. The societal approach, in which government assumes financial responsibility, is justified on the grounds that benefits accrue to society as a whole in the form of income and employment generated by industrial users, taxes derived from individual and corporate profits, and generally lower product costs to the consumer. Alternatively, allocation of costs can be treated as a corporate problem in which the industrial user pays, particularly in the case of water and air pollution.

Both approaches carry important implications for the tourism industry, particularly its natural resource-based angling, hunting and wilderness travel component. The adoption of a societal approach is considered by many to justify non-restricted public access to natural fish and game resources within constraints imposed by regulations designed to ensure the natural replenishment of stocks in perpetuity. The assumption of costs by industry might be interpreted by some as establishing a degree of proprietary rights, or priority of use, that could be detrimental to the tourism industry in some situations.

Issue 8: The Need for the Creation of Tourism Management Areas (TMA's)

The creation of Tourism Management Areas (TMA's) in those parts of Ontario North of 50° possessing outstanding natural resource potentials for tourism represents a solution to problems of management. The creation of units or areas of this type in the study area may soon surface as an issue. They could provide an effective counter-balance to the current placement of the tourism industry in a subservient position to the forest products industry over vast areas of northern Ontario as a result of the establishment of Forest Management Areas (FMA's). There would appear to be enormous possibilities associated with this concept if a local tourist operators' association were established to create an administrative focus around which government and the industry could interact. The concept's introduction into the remote northern portions of the study area requires immediate and serious consideration. An Indian tourist operators' association, discussed later in this report, could probably provide the required focal administrative structure for the development of the TMA concept in most or all of the remote northern locations in Ontario North of 50°. In the southern portion of the study area, local associations in existence or specially created for these purposes would provide the administrative requirement.

In a Tourism Management Area, resource allocation and management plans would be formulated to ensure tourist operators the degree of security of resource supply required for medium- and long-term investment decision-making. Financial support and cost-sharing arrangements could be evolved between government and the tourism industry as have been developed between the forest products industry and government in the case of the Forest Management Areas, although the dollar requirements would not be on such a large scale. Forest harvesting, trapping and commercial fishing would not necessarily be excluded from any TMA, but these activities would be subservient to the interests of tourism.

In many respects, creation of the TMA simply implies the extension of the FMA concept to the tourism sector, especially in the undeveloped northern reaches of Ontario North of 50°.

CATEGORY E: RELATED TO HERITAGE RESOURCES AND TOURISM

Some of the more significant issues related to heritage resource preservation and development are associated with their tourism aspects. While it is generally recognized that there are important mutual benefits to both fields arising from recent interactions, some fundamental issues are present. Fortunately, the appreciation of archaeologists for the spin-off benefits from tourism has increased in recent years and real progress has been made towards the adoption of practical, beneficial positions on both sides. Recognizing tourist appeal and local interest, archaeologists have opened their excavations to public viewing and have explained the value of their work to interested groups. Sport camp operators in remote areas now regularly report pictograph finds and instruct their guests with respect to their significance and fragility. The need to treat heritage resources with care is stressed.

Issue 1: The Compatibility of Tourism and Heritage Resource Interests

Many contend that excessive emphasis on tourism opportunities and benefits often thwarts, distorts, or disrupts the introduction and continuation of the proper balance of programs and projects in the heritage field *per se*. Some feel that excessive focus on tourism benefits results in too high a percentage of limited financial resources being devoted to massive projects such as Fort William, leaving inadequate funds for smaller, scattered developments of local importance and for the less spectacular but essential identification and preservation of remote assets such as Gloucester House or Fort Churchill/Nieu Savanne. To a degree, the emphasis on the development of the fur trade heritage resources at Moose Factory, the destination of the Polar Bear Express, compared with other historic and archaeological resources in other parts of Ontario North of 50°, is a case in point.

Issue 2: The Final Disposition of Artifacts and the Reporting of Survey Results

The final disposition of discovered artifacts and the method of reporting the findings to local residents have become an issue of consequence that has examples in Ontario North of 50°. Frequently, the materials collected are shipped to universities and museums in central urban areas for further research and for ultimate storage and display in surroundings safe from fire and deterioration and available for viewing by large numbers of people. A contending point of view maintains that the artifacts should be retained in the location where they

are found so that they may make their maximum contribution to the development of local identity and to the supply foundation for tourism with its attendant beneficial economic impacts.

Issue 3: Native People's Acceptance of and Involvement in Archaeological Research

Native people's attitudes towards, and opportunities for involvement in, archaeological research in general and the exploitation of the associated spin-off benefits of tourism are an important basic issue. The native population has voiced strong objections on a number of occasions to archaeological investigations of burial grounds, particularly when human remains and artifacts are removed for examination and storage elsewhere. Frequently, it has had limited control of, or meaningful involvement in, the reconstruction, preservation or interpretation activities and associated tourism development. The recent agreement between Parks Canada and Manitou Rapids Indian Band near Emo with respect to the Manitou Burial Mounds, a National Historic Site, represents a significant achievement towards resolving many of the aforenoted issues. Under these arrangements, the native people have been placed in a central position with respect to research and development funded by Parks Canada, receiving access to labouring, custodial and interpretive jobs on a permanent basis. They have been caretakers of the site for seven years and have helped in excavations for four years. The interpretation centre is also staffed by the Band and opportunities are available to reap the economic tourism spin-off benefits. This arrangement may represent a highly satisfactory model for Indian heritage development in Ontario North of 50°. Agreements whereby native people are trained for archaeological research and possible development and operation of tourism potentials related thereto could go a long way towards the resolution of this issue.

Issue 4: Marking of Sites that Cannot be Adequately Supervised

There is considerable difference of opinion with respect to the marking and interpretation of isolated historic sites that cannot be adequately supervised. While a contribution to the marketing and enjoyment of wilderness travel would result, there is a great risk that the sites would be pillaged or ruined by inconsiderate or unthinking tourists and vandals.

CATEGORY F: RELATED TO MARKETING

There are a number of issues related to marketing that have not generated particular controversy. Nevertheless, they are significant and are likely to assume increasing importance in the near future.

Issue 1: Recognition Accorded to Ontario North of 50°, Particularly to Sport Camp Operations, in Government Advertising and Promotional Activities

Some feel that Ontario North of 50° in general, and its sport camp operations in particular, do not receive adequate attention in government advertising and promotional activities for tourism when compared with other parts of the province. Government authorities faced with declining budgets and a need to direct efforts towards major "pay-off" markets feel that the area receives adequate attention, considering the scale of its facilities and the value of its tourism economy to the province and the nation. In effect, the issues centre around the degree of effort that can, or should, be expended towards the development of an emerging tourism economy as opposed to expenditures directed towards the well-established areas of high economic benefit that must continue to be adequately promoted and advertised in a strongly competitive market.

Issue 2: Importance of Foreign Offshore Markets

Some government officials and tourist operators regard foreign offshore areas, particularly West Germany, Italy and Japan, as offering the major future market opportunities for the development of profitable, high-quality sport camp enterprises in Ontario North of 50°. They feel that a major co-ordinated marketing drive involving the federal and provincial governments, the international air carriers and the private camp operators, including native-operators, should be initiated. There is substantial reluctance by government, however, to promote these northern Ontario areas, and native-operated facilities in particular, in foreign markets. In this case, it is felt that the present quality and reliability of much of the product could prejudice the substantive advertising and promotion investment by the federal and provincial governments in these markets. In effect, a succession of bad experiences at camps could sour the travel trade against Ontario or Canada as a whole. Others state that the major market will continue to be solidly based in the United States, with a growing southern Ontario component. They consider that the offshore foreign market will remain insignificant overall, while demanding a level of effort that is not worth the cost.

Issue 3: The Extent of Government Financial Assistance to Private Entrepreneurs on an Individual or Group Basis for Direct Advertising and Promotion

Government has become increasingly involved in financial assistance to tourism entrepreneurs or their associations, in northern Ontario especially with native camp operators, to defray the costs or increase the impact of promotional activities at sport shows in Ontario and the United States. Some urge continued and expanded efforts in this direction, while government is moving rapidly towards a termination of this assistance, regarding previous efforts simply as catalytic or seed money.

Issue 4: Individual versus Group Marketing for Native-Operated Facilities

Many native operators prefer to continue to market their product individually, either indirectly through arrangements with charter air carriers and marketing agents or by direct sale to the sportsman. Others feel that the marketing of native-operated camps in Ontario North of 50° could best be achieved through a central native tourist or sport camp operators' association that could reduce costs and project an image of reliability and strength in the market place, something of major importance in attempts to penetrate the offshore foreign markets. The attainment of a general consensus on the future of unified marketing arrangements for the native-operated camps seems desirable.

Issue 5: The Use of Wholesale and Retail Agents

Many operators feel that direct marketing is preferable to the use of agents since it circumvents the payment of commissions and offers the possibility of business travel outside the region. Others maintain that the industry must learn to utilize the travel marketing structure, particularly if it hopes to penetrate foreign offshore markets to any extent.

Issue 6: The Level of Tariffs

Some feel that the fish and game hunting market is fairly inelastic, which is to say that price increases will not bring a proportional decrease in consumer purchasing. The supply foundations of the industry are considered to be unique and sufficiently attractive to create a sellers' market. Demand is considered to be reasonably stable in times of economic recession so that increased operating costs can be passed on to the consumer in the form of increased tariffs. Others see the market as highy competitive in nature and subject to considerable buyer resistance to increasing tariffs. Comparable quality fishing and hunting opportunities are said to be available in a number of areas in Canada and elsewhere so that time and cost factors exert a major impact on consumer choice. Some feel that Indian goose hunting camps may be nearing tariff limits at the present time, particularly those with high transport costs in far northern locations.

Issue 7: The Significance of Service

Many contend that service is the basic differentiating factor in the sport camp tourism industry in Ontario North of 50°, in which a common and fairly consistent product is sold, namely fish and game. Service is said to make the difference in the marketing success of an enterprise so dependent on repeat business. Moreover, the level of service is the key to success in the potential lucrative offshore markets. Others contend that the market can support only a modest level of services beyond which it is disastrous to reach. Friendly,

personal services involving no substantial cost are considered desirable, but investment in elaborate plant requiring substantially higher tariffs is a disaster. The issue has important implications for the preparation of investment strategies for the study area.

Issue 8: Continued Financial Support for the Polar Bear Express

This issue centres around continuing financial assistance by the Ministry of Northern Affairs for the operations of the Polar Bear Express and for a substantial portion of the tourist attractions in the destination area. Starting as a short-term financial aid program to enhance and enrich the tourist experience of the train excursion, which had declined markedly in ridership, the assistance is assuming the dimensions of a permanent operating grant. Moreover, substantial precedent-forming attributes could be associated with this action, as evidenced by recent aid for the Agawa Canyon run of the Algoma Central Railway. Could, or should, this support precedent for a rail excursion considered critical to the development of tourism in a particular region be extended to cruise boats or bus excursions in other parts of the province? If tourism is a viable business and an economically beneficial activity in this part of Ontario North of 50°, at what point should the private sector be expected to assume full responsibility for all costs associated with the operation? Does the Polar Bear Express represent a special form of tourism infrastructure for which continuous provincial government financial support can be justified? If so, what is the rationale and what are the terms for the future dispensation of grants?

CATEGORY G: RELATED TO ECONOMIC SIGNIFICANCE

A number of important issues reach directly and critically to the cost-benefit equation for public investment in the tourism sector in Ontario North of 50° and, in particular, its remote northern native settlements. Many feel that the economic issues noted subsequently are largely responsible for a substantial proportion of the difficulties that the tourism industry confronts in its interactions with government.

Issue 1: The True Scale of Current and Future Investment, Employment and Income Impacts of Tourism in Ontario North of 50°

The true scale of the direct, indirect and induced economic impacts of tourism in Ontario North of 50° is in dispute, due in considerable degree to a combination of inadequate empirical evidence and a frequently imprecise and confusing use of concepts and terminology. Often, statements of employment impact are based on limited factual evidence, fail to distinguish between full-time and part-time jobs and give no indication of man-years of work. While wage estimates are usually reasonably accurate, management and owner salaries and profits are often blurred. The all-important adjustments in profits for

transfer payments or reinvestment within the area usually remain unrecognized, and invariably unquantified. Indirect impacts generated by the inter-industry demand for finished and semi-finished goods at the final demand point are usually ignored, largely because they have a high leakage factor in northern economies. Induced impacts generated by the local re-spending of wages, salaries and profits, the so-called household or personal spending multiplier effects, are often overestimated. This confusion obviously represents fertile ground for the growth of contentious issues.

Issue 2: The Relative Importance of Tourism in the Total Economy

At one end of a continuum of claims, the industry is regarded as a mainstay of the economy of northern Ontario and at times almost as a panacea for the severely depressed and opportunity-constrained economies of the native settlements in Ontario North of 50°. At the other end of the scale, tourism is felt to be limited in its local economic impact and characterized by short-term and low-wage employment opportunities. A large percentage of the benefits accrue to extra-regional air carriers, highway service centres and the wholesale and retail travel marketing agents. Attempts to accommodate tourism sector needs for natural resources are said to impose costs out of proportion to the beneficial economic impacts to government and local communities.

Clearly, the truth lies somewhere between these extremes, with substantial differences from area to area and enterprise to enterprise. Within the context of remote northern native settlements that have limited alternative economic opportunities and a resident population displaying a pattern of multiple-source employment and income, including trapping and commercial fishing, tourism development can assume a significance far greater than is suggested by the absolute dollar values involved. The outlook over the long haul will depend largely upon the ability to contain leakage from the local economy.

Sub-Issue (a): Comparison of Economic Values of Tourism and Forestry

The substantial economic impacts generated by the forest products industry are considered by some to be adequate justification for its dominance over tourism in resource management and allocation conflicts. Others state that comparison of these economic sectors on the basis of product value and income and employment generated is unrealistic, biased and misleading. In some areas, particularly in the remote northern portions of Ontario North of 50°, forestry opportunities are limited. It is also noted that the forest industry has been able to externalize many of its costs for road construction, environmental maintenance and forest regeneration. In effect, these costs have been passed on to the public sector through grants, subsidies and tolerance of pollution and other forms of environmental impairment. When these costs are considered, the economic benefit equation for the forest

industry compared with that of tourism is much less decisive. In addition, it is claimed that the potential economic value of the tourism sector is not achieved for a number of reasons. Tariffs charged by many camp operators result in the sale of fish and wildlife resources at far below their true economic value. Some attribute this to the failure of the industry to market its product aggressively in newly developing market areas such as Germany or Japan, or in the professional and senior management sectors of the existing market willing to pay higher prices. Equally important, the higher priced and more profitable sophisticated plant and services that the quality of the fish and game resources can support is not provided by the operators. The focus is said to be upon minimal investment in facilities and services to reduce prices to the level of the blue collar market of the United States and southern Ontario.

Issue 3: Recognition of the True Economic Value of Fish and Wildlife Resources

Many contend that the fish and wildlife resources are disposed of by government resource management and allocation procedures and the marketing practices of the sport camp operators at far below their true economic values. This is said to result in a substantial reduction in potential beneficial economic impacts. Others feel that patterns are reasonably well adjusted to market realities and the total spectrum of competing demands for resources. The full dimensions of the situation are revealed in the sub-issues that follow.

Sub-Issue (a): Inadequate Recognition by Government of the Greater Economic Impact Resulting from the Allocation of Fish Resources to Angling rather than to Commercial Fishing

Many claim that fish supply allocated to commercial fishing brings far less economic benefit to a community than its utilization for commercial sport camp operations. This is said to be the case particularly in Ontario North of 50°. Others feel that there is room for both economic activities.

Sub-Issue (b): Treatment of High Quality and High Value Fish and Game Resources as a Free Good

Social considerations are said to take precedence over economic in that free public access to fish and game resources, particularly by northern residents, is accorded priority over the reservation of high quality areas for sport camp operators. Without the latter, the business viability and beneficial economic impacts of sport camps cannot be maintained. Through this policy, the resources are disposed of at far below their true economic value. In a sense, a method is thereby provided for residents and non-residents alike to circumvent the true price structure and economic value of the fish and game resources.

Sub-Issue (c): The Price Level at which Sport Camp Operators Market Fish and Wildlife Resources

Some feel that the price level is attuned to market conditions and the quality of the angling and hunting opportunities available. This view is frequently expressed with regard to commercial operations in highway-accessible locations in Ontario North of 50°, especially with the advance of the network of forest access roads that are open to the general public. Moreover, it is stated that the availability of equal, or in some cases superior, alternative opportunities in other parts of Canada, in North America or offshore imposes constraints on the tariff structure. Others express the opinion that the sport hunting and fishing opportunities are sold at prices far below their true market value, particularly in remote fly-in locations. It is contended that there is an opportunity to develop and market much higher-priced, luxury-type, remote lodge operations that will substantially increase profit levels and local employment and income on a sustained basis.

Issue 4: The True Cost/Benefit Relationship of Park and Wilderness Areas in Ontario North of 50°

Timber, pulp and paper, sport camp, and mining interests claim that substantial current and future investment, income and employment opportunities are wiped out by a decision to establish provincial park and wilderness areas. Others contend that wilderness is an indispensable element in the supply foundations of the tourism industry and a basic requirement of a complete system of public environmental capital assets.

Many demand solid economic studies to determine the range of benefits and costs involved. The absence of such studies in the strategic land use plans of the Ministry of Natural Resources gave rise to demands for studies of this type for the recommended (and now created) Whitewater Wilderness Park. Several key questions must be answered in any studies of this type. What is the value of the resources in the proposed wilderness area and the current investment in their development? What is the value of the portion that will be given up? What economic benefits will be generated by wilderness designation?

Issue 5: The Desirability and Practicality of Government Regulations Designed to Increase Local Economic Impacts of Tourism

Free access of residents and non-residents to the angling, hunting and wilderness travel activities on Crown lands in northern Ontario, including Ontario North of 50°, is at issue. Many non-resident tourists, disparagingly referred to as "pork and beaners", travel north in self-contained trucks and camper units that enable them to exploit the superb outdoor recreation opportunities of the region while circumventing the local business and economic structure. In this manner, valuable and limited natural resource potentials are "sold" far below their true market value. Moreover, the competition for resources and the



Plate 2: Sport fishing, Albany River. (Source: Ministry of Tourism and Recreation.)

pressures placed on them can undermine the viability of commercial sport camp operations, particularly when the remote wilderness attractivity is destroyed by a seemingly unlimited influx of anglers and hunters along roads newly opened for forestry operations. Wilderness canoeists travel north on rivers from headwater areas to tidewater without Indian guides, something that was not permitted in earlier years. Many feel that regulations requiring non-residents to use commercial accommodations in the area, possibly to stay at commercial sport camps in some places and to hire guides for river travel, are necessary. Others feel that such regulations, particularly as they relate to Ontario residents, are undesirable.

In recent months, steps have been taken to force sportsmen coming into some parts of the area in self-contained units to camp in commercial campgrounds or to use commercial accommodations. Many consider this to be only an initial step in the resolution of this issue.

CATEGORY H: RELATED TO TOURISM PLANNING AND DEVELOPMENT

A number of important issues related to planning were identified in the course of investigations associated with the preparation of this report.

Issue 1: The Need for Comprehensive Planning

The need for a comprehensive planning approach to the development of tourism potentials in Ontario North of 50° in general, and that part to the north of the 7th and 11th baselines and the Albany River in particular, is at issue. Some contend that development should be allowed to proceed as in the past, with direction and control provided by the Ministry of Natural Resources' grant procedures for land use permits for sport camp developments, lake and habitat supply investigations, and general guidelines presented in the strategic and district land use plans. Others claim that a comprehensive, co-ordinated planning effort for tourism, involving concerned local residents and all federal and provincial government agencies with major responsibilities in the field, is a prerequisite for attainment of maximum social and economic benefits and maintenance of the supply foundations.

Issue 2: Agency Responsibilities for Comprehensive Planning

There is disagreement between administrative agencies with respect to responsibilities for tourism planning in Ontario North of 50°. In the strategic and district land use planning of the Ministry of Natural Resources, tourism received only peripheral treatment, the Ministry taking the position that planning for the sector is the responsibility of the Ministry of Tourism and Recreation. MNR considered its role to be limited primarily to maintenance of the quality of the natural supply foundations and their orderly allocation to a variety of competing users, among them tourism. Clearly, the Ministry of Tourism and Recreation has both the responsibility and the mandate for planning. Moreover, it has sponsored research and planning studies for tourism in northern Ontario in the past.

The federal Department of Indian Affairs and Northern Development has a responsibility insofar as development of the opportunities by Indians is concerned. The provincial Ministry of Northern Affairs also appears to have some interests in an overall policy directional sense, and possibly in relation to some aspects of funding.

Issue 3: Local Control of the Planning Process in Remote Ontario North of 50°

Local control of the planning process in the remote northern parts of Ontario North of 50° is a major issue with the native people. In effect, there is a demand that tourism development be introduced on

their terms with respect to timing, scale, sophistication, management and operation rather than in response to the concepts of southern, non-resident planners. In effect, the plan must originate from within the region rather than from without and it must provide a means for native control of and involvement in basic data collection and analysis, plan formulation and ultimate plan approval.

Issue 4: The Most Desirable Form and Scale of Tourist Facility Development for Ontario North of 50° and Its Major Component Divisions to the North and South of the Albany River and the 7th and 11th Baselines

Some, including people in both the industry and the provincial Ministry of Tourism and Recreation, advocate relatively large-scale, luxury-type facilities that it is felt would be more attuned to future market opportunities and requirements, would generate a level of profit more in keeping with the high quality and true monetary value of the resource potentials, and would exert the highest, sustained local employment and income impact. Substantial investment is considered mandatory, to be supported by sophisticated planning, development and marketing procedures making full use of wholesalers, retailers and carriers and requiring complex operational practices. Attractive resource allocation practices offering long-term security of tenure, making fish and wildlife resources available on a substantial and sustainable scale, and providing for exclusive use of remote areas are prerequisites.

In contrast, others state that small-scale, craft-type tourist facilities, requiring modest capital investment, making use of local materials, and requiring limited management and operational skills, are most desirable and suitable for native people. Moreover, such small-scale facilities are more in harmony with market realities, resource potentials and local investment strengths, and generate greater employment and income impact. In addition, small-scale facilities are felt to offer a more suitable range of entrance opportunities for the non-native population with modest investment capital and limited management skills.

This issue is a crucial one for future tourist facility planning and development in Ontario North of 50°. Many are convinced that an industrial type of tourism, characterized by complex marketing and management arrangements, would remove control of tourism development from the local native population to outside interests, reducing native people to virtually labourer status. A craft type of development, requiring a level of planning, marketing and operational capabilities within the range of the current level of local native entrepreneurial skills or attainable within a relatively short training period, is felt to be more desirable.

Issue 5: The Nature and Status of the Planning Efforts of the Ministry of Natural Resources

The true nature and status of the Strategic Land Use, District Land Use and West Patricia Land Use Plans of the Ministry of Natural Resources are at issue, and the matter is crucial to the future of the tourism industry in Ontario North of 50°. Should the output of these massive and highly publicized planning efforts be regarded simply as a broad statement of resource development potentials intended to function as a general guideline for strategy and policy with respect to land and water resource management and allocation at the regional and district administrative levels of the Ministry? Interpreted within another perspective, the output of the process might be considered a "plan of sorts" in which the tourism industry is placed hopelessly at the mercy of the demands of the competing forest products industry. In multiple or sequential resource use, tourism ranks low in priority. The primary beneficiary targets appear to be the forest products industry, the mining industry, and the local population's outdoor recreation needs for angling and hunting. The situation is particularly contentious and alarming when the tourism industry can see no way to come to grips with the "monster", in order to effect changes in the immediate or medium-range future. In effect, these planning processes of MNR have generated an atmosphere of confusion and uncertainty in the tourism sector that requires immediate attention if the situation is not to deteriorate into an atmosphere of recrimination and, perhaps, hostility.

During 1983, four large wilderness parks were created in Ontario North of 50°. It is encouraging for tourism that the industry is recognized as a legitimate land use within the parks, subject to conditions stipulated by the Ministry.

PART TWO

POLICY OPTIONS

PART TWO

POLICY OPTIONS

UNDERLYING PRINCIPLES

CONCEPTS AND TERMINOLOGY

The field of policy definition and articulation is one of the most confused in the entire area of public administration and planning. The policy framework of a government agency or a private company is rarely set forth in an explicit, orderly manner in a single document available for convenient examination. Frequently, goals and objectives must be assembled or implied from legislation, regulations and ministerial announcements. Moreover, available statements of implemental strategy indicating direction, substance, priority and operating principles are often hopelessly intermixed. Finally, there is a marked tendency to express goals in terms of general "motherhood" statements lacking real objectivity and operational definition.

In this report, *policy* is defined pragmatically as a set of integrated goal, objective and implemental strategy statements respecting tourism development and operation in Ontario North of 50° for which a consensus has been reached at a particular point in time by government and/or the private sector. Policy provides the substantive frame of reference necessary for consistent decision-making with a minimum of effort in similar recurring situations. Furthermore, it is a guide to the determination of the appropriateness of a particular decision. Chart 2 defines the components of policy.

A *goal* is defined as a general statement embodying values and aims towards which government or private enterprise is working to affirm or attain. For example, a statement to the effect that government seeks to maximize investment, employment and income opportunities in Ontario North of 50° through the development of tourism is a goal.

An *objective* is a quantitative statement of desired ends having content, temporal and spatial specificity. The efficiency or effectiveness of administrative performance is measurable in this case. A statement to the effect that the government seeks to create 1000 additional seasonal jobs in the tourism industry in Ontario North of 50° by 1990 is an objective.

Eastern Part of Ontario North of 50°

In the eastern part of Ontario North of 50°, non-Indian owned and operated base and outpost facilities are located well to the south of the 7th baseline. Moreover, there are none in the MNR Districts of Hearst and Kapuskasing.

In the southeastern corner of Ontario North of 50° forming the northern part of Cochrane District, 16 outpost camps are owned and operated by three outfitters based on Lillabelle Lake and are situated well to the south of the 7th baseline. Included in the group of operators and camps are Cochrane Air Services (J. Veverka), seven outpost camps; Rogerson Enterprises (D. Rogerson), four outpost camps; and Polar Bear Camps (S. Konopelky), five outpost camps. In all cases these camps constitute only a minor portion of the total number of outposts operated by the outfitters: Cochrane Air Services, 16 per cent, Rogerson Enterprises, 18 per cent; and Polar Bear Camps, 17 per cent. Percentage values for guest capacity are comparable. Polar Bear Camps has a two-cabin base camp at Lillabelle Lake to accommodate guests in transit to and from the outpost camps who may experience delays due to poor weather conditions. The other operators use local hotels and motels for these purposes.

In the Kapuskasing District, base and outpost sport camp development is focused primarily to the south of Highway 11 and can be considered weak when compared with that of other districts in northern Ontario. There are no Indian owned and operated facilities in the district and only two outpost facilities in the area North of 50°, both of which are owned by Hearst Air Services and located south of the 7th baseline. Their tent frame hunting camp on Martison Lake has a four-person capacity as has the single cabin outpost on McLeister Lake formerly operated by Frontier Air Services.

There is no substantial pressure by Indians or others in this administrative district to open new sport camps North of 50°. Suitable angling lakes are few in number and a river sport fishery is difficult to pursue because low water levels in summer make it difficult to land aircraft. The moose hunting opportunities are limited and needed for domestic Indian food supply. The woodland caribou in the northeastern part of the district cannot be hunted by sportsmen and offer no opportunities of consequence for viewing.

In Hearst District, there are no base or outpost sport camps in Ontario North of 50° and only one north of Highway 11. However, some land use permits issued for trapping cabins in the northern part of the district may have a little associated commercial hunting and angling sport camp activity on an intermittent basis.

In MNR's Wildlife Management Unit 23, which coincides with Hearst District, the moose population is substantial. Hearst is often referred to as the "Moose Capital of the World", although opportunities

CHART 2

DEFINITION OF COMPONENTS OF POLICY

Component	Definition
Goal	A qualitative statement of desired ends or values to be achieved, frequently general in nature.
Objective	A quantitative statement of desired ends having content, temporal and spatial specificity. An objective is therefore performance measurable.
Implemental Strategy	A statement defining how goals and objectives will be achieved and consisting of: - Statements of Operating Principles; - Statements of Direction/Substance defined by sub-strategies and/or component program elements; - Statements of Priority.

An *implemental strategy*, with its associated statements of operating principles, direction/substance and priority, is a critical component of the framework of policy options presented in this report, for it indicates how goals and objectives will be achieved. Operating principles represent a set of guidelines indicating the manner in which actions are to be undertaken, particularly in relation to human and natural environmental interaction. Statements to the effect that all tourism development plans must be submitted to the local native communities affected or that tourist facility development must be subjected to environmental impact assessment would represent operating principles. In this study, operating principles receive considerable attention since they flow directly from, or are vitally related to, many of the more contentious issues. Secondly, they invariably assume major importance in situations involving an interface of differing cultures such as that prevailing in the study area. Statements of direction/substance define the general approach to be adopted in the attainment of stipulated goals and objectives, in the nature of the ultimate tourist plant desired and in the supporting development,

marketing and environmental supply substrategies and programs. Statements of priority indicate relative importance, emphasis and timing. They provide a basis for the selection and ordering of the substantive program elements and have enormous practical value for budget planning. This is particularly true in the atmosphere of financial constraint that now prevails.

GENERAL APPROACH TO OPTIONS

This report identifies and presents the main options associated with the aforenoted components of policy in an organized manner that will facilitate co-ordinated and consistent decision-making. No attempt is made to be exhaustive in the presentation of alternative points of view and their associated advantages and disadvantages. Variations in the length of the discussion largely reflect the importance of the option as indicated by its direct relationship to issues and the existence of real or viable choices.

While an attempt has been made to indicate the full range of the subject matter of policy options and the interest groups involved, it was necessary to reduce the discussion to a manageable scale. In this respect, the focus of the work of the Royal Commission on the Northern Environment and the current status of the tourism industry relative to development problems and issues were adopted as guidelines. In practice, an elimination process was regularly and consistently employed to establish a focus. In every case, the nature and "cost" of the choice are clearly evident.

The concept of the basic option requires brief comment. In many situations, as for example in planning, a negative decision with respect to the need for, or the desirability to proceed with, an option determines the relevance of the more detailed options that follow. In effect, these detailed options are relevant only if a positive decision is assumed respecting the initial option. In this sense, the initial decision may be termed basic. Those options that follow indicate the nature and complexity of the basic option to a considerable extent.

SELECTION OF A CONSTITUENCY FOCUS

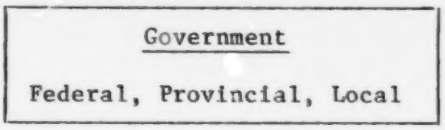
Initially, it is essential to identify the major constituencies or interest groups having a legitimate role in the total field of policy formulation for tourism in Ontario North of 50° (Chart 3). Included are the tourism industry (considered on an economic sector level or an individual enterprise level), competing, complementary or co-existing public and private social and economic interests, and government.

For each constituency, the realistic or viable policy options (including goals, objectives and implemental strategies) are distinct in terms of both content and impact. At the same time, vital elements of interrelationship and interdependence are present. The future success of the tourism industry in Ontario North of 50° is predicated on the identification of the full range of policy options and the

selection and melding of viable alternatives into a comprehensive, harmonious and mutually supportive structure. Much more is involved than the simple preparation of physical development plans. Intelligent, informed and co-operative interaction between the various interest groups on a sustained basis is essential.

CHART 3

GENERAL CONSTITUENCIES RELATIVE TO POLICY FORMULATION



Tourism Industry

Associations
Individual Enterprises

Competing/Complementary/
Co-Existing Interest Groups

Industry
Public Recreation
Conservation



Indicates Focus
of Discussion

The tourism industry seeks to promote and attain a framework of government policies and public support that will maximize investment opportunities, profits, owner/management income and resale values. To this end, it seeks to attain favourable government actions related to preservation, enhancement and allocation of the natural resources that represent the supply foundations of the industry in Ontario North of 50°. Government lending and taxation policies, supporting advertising and promotion programs, and regulatory and supervisory activities designed to maintain standards, public safety and fair employment practices are critical matters for the industry.

The competing/complementary/co-existing interest group includes industries such as mining, forestry or commercial fishing having competing demands for natural resources. The multiplicity of associations and interest groups wishing to ensure that tourism does not thwart the necessary reservation and management of public areas for outdoor recreation and conservation is also involved. Interestingly, there is a considerable element of mutual interest and complementarity between the tourism sector and these interest groups that has not yet been fully appreciated and effectively exploited. This constituency, which is

both public and private in nature, possesses special characteristics in Ontario North of 50° that are less evident in other parts of the province. Many of the public recreation and resource associations are not resident in the general, the regional or the local area. The National and Provincial Parks Association of Canada and the Conservation Council of Ontario, with their main body of support in southern Ontario, are excellent examples. Secondly, in the more remote northern part of Ontario North of 50°, the fact that the constituency is overwhelmingly native has direct and consequential implications, both socially and economically. This segment of the constituency has been weak organizationally but is rapidly strengthening.

The third constituency includes government at the federal, provincial and local municipal levels and the Indian government structures. In relation to the tourism industry, government roles are custodial, arbitrative and stimulative and are designed to maximize individual opportunities, maintain options and protect public interests. In the socio-economic sense, governments' focus is on the generation of tax revenues, income and employment opportunities and the general improvement of the standard of living through tourism development. In the environmental sense, governments' concern centres on the maintenance, enhancement and equitable allocation of the supply foundations of the industry among competing demands. Socially, policy formulation is directed towards fair employment practices, protection of consumer interests, and the general impact of the industry on the social fabric of the region. The latter aspect is of greater than usual significance in the remote sections of Ontario North of 50°.

The discussion of policy options could be effectively organized around or within a frame of reference primarily centred on any of the three constituencies, government, the tourism industry, or the competing/complementary/co-existing public and private interest groups. For purposes of this study, it was considered most appropriate to organize the approach to policy options according to the government interest frame of reference. Within this primary orientation, a tourism industry perspective is introduced at points where the opportunity is present.

RECOGNITION OF DISTINCTIVE REGIONAL GEOGRAPHIC FOUNDATIONS

Broad Socio-Economic Divisions

The identification, understanding and accommodation of the natural and cultural environments of Ontario North of 50° are critical prerequisites for viable policy formulation. The supply, demand and management foundations for tourism strategy, program and project planning and development are intimately linked to, and to a considerable extent circumscribed by, these geographic realities.

From the perspective of Ontario North of 50° and for purposes of this study, three distinct but closely related regional geographic divisions are recognized: the *Northern Primary Industrial Region* in the southwest part of the study area, the *Northeastern Lowlands Region* with its associated tidewater settlements, and the *Intermediate Transitional Region* of pending development.

Northern Primary Industrial Region

The *Northern Primary Industrial Region*, occupying the southwest part of Ontario North of 50°, is characterized by large continuous expanses of commercially productive softwood forests, pockets of mining and power development, and a fairly dense road, highway, and air transport network. Only the pulp and paper mills that typify this region where it occurs farther south in Ontario are absent. The cultural pattern of this region is dominated by a non-native population espousing southern Canadian socio-economic values, lifestyles and expectations.

The rugged rock and lake terrain of this region, its pleasing Boreal forest cover, and its excellent hunting and fishing resources have proved to be highly attractive for tourism industry and outdoor recreation development. The tourism development, however, is rapidly approaching the limits of the resource foundations of the area and in many places the industry is actually under severe stress due to the decline of angling and hunting potentials and the loss of remote or wilderness attributes, both the result of forest and mining road construction and the pervasive and intensive public recreation use that they induce.

This relatively small part of Ontario North of 50° is a component of the vast Mid-Canada regional complex that has received considerable attention in recent years. Here the region lies at the northern fringe of the complex, which is more intensively and extensively represented in those parts of Ontario situated to the north of the Lake Nipissing-French River Corridor and extending to the Manitoba border.

Intermediate Transitional Region

The extensive *Intermediate Transitional Region* of pending development situated mainly between the *Northern Primary Industrial Region* in the southwest part of Ontario North of 50° and the *Northeastern Lowlands Region* is more akin to the former in its physical environment and to the latter in its social characteristics. Here a degree of economic development, including the tourism industry, appears imminent, a feature of major consequence from the standpoint of the interests and concerns of the Royal Commission on the Northern Environment.

This transitional region is a component of the Canadian Shield and thus structurally similar to the adjacent region to the southwest. The major natural geographic features differentiating the two regions are associated with climatic and biological characteristics that, in the *Intermediate Transitional Region*, are in transition to the patterns of the *Northeastern Lowlands Region* to the northeast. The climate is harsher with the winter season being longer than the summer and the latter less intense in its temperature regime. This is strongly reflected in vegetative patterns, particularly in the absence of expansive areas of commercial forest. Fish and game resources are noticeably less productive per square mile of terrain or acre-foot of

water, although some good concentrations are present in specific locations. The ability to sustain the pressure of prolonged intensive exploitation is markedly less than in the southwest.

Economically, the *Intermediate Transitional Region* is weaker than the southwest in terms of the variety and strength of both its individual sectoral and combined endowments. Currently its economy is probably somewhat stronger than that of the *Northeastern Lowlands Region* and long-term prospects assessed from the perspective of current knowledge of natural resources and development technology suggest that this disparity will increase. Only the discovery of exploitable gas and oil resources in the Lowlands or the development of the lignite deposits in the Onakawana area could upset this comparative longer term assessment. Overall, fishing intensity is at or close to its limits, but some reasonably strong expansion of sport camps at discrete locations is possible and there appear to be opportunities for some additional sport hunting camp operations. Considerably more effective exploitation of the trapping opportunities appears possible. The region's biological resources, however, cannot be subjected to the pressures which those to the south have experienced without a devastating decline in stocks in a very short time. Although no mining developments are present, future prospects are probably as strong as those associated with other parts of the Shield. Access is essentially by air with winter roads providing linkage to some towns and highway locations to the south.

The population in the various small communities of the *Intermediate Transitional Region* is predominately Indian, speaking Ojibway, Cree and Saulteaux. Sometimes all three languages are in use in a community in addition to English. In this dominance of the Indian ethnic population, the region is akin to the *Northeastern Lowlands Region*.

The region appears to be one of pending development, particularly in the tourism sector and probably in the commercial forestry sector. The current restraint on the expansion of non-native enterprises to the north of the 7th and 11th baselines and the Albany River imposed by government land and resource allocation policies is not likely to persist much longer.

Of major importance, economic development pressures emanating from the south are poised to expand into distinctly different natural and cultural environments. The limited strength of the forest and biological resources of the *Intermediate Transitional Region* and the region's predominantly native culture contrast sharply with conditions to the southwest. The full extent of the opportunities present and the most suitable approach and method to establish profitable endeavours and attain desired social objectives remain uncertain for both the government and private enterprise. Nevertheless, it is virtually certain that intensified economic activity is imminent over a wide front, and particularly in the tourism sector.

Northeastern Lowlands Region

The *Northeastern Lowlands Region* and its associated tidewater area represent the third distinct geographic region of Ontario North of 50°. This is a structural and physiographic entity generally contiguous with the relatively poorly drained terrain of the Palaeozoic rock lowlands flanking Hudson Bay and James Bay and their fringing raised sand beach ridge complexes that are massive in scale at many places. The Forest/Barren vegetative cover of the Lowlands represents the southernmost salient of the vast belt of this transitional formation that stretches across northern Canada between the barren grounds of the Arctic to the north and the Boreal forest to the south and west.

Compared to those of the southwestern parts of Ontario North of 50°, this region's economic foundations are markedly less varied and strong. Extensive commercial forests are absent, although limited pockets of good saw timber are present in protected river locations. Biological resources are considerably less varied and productive, quality sport angling being confined to a few favoured locations and commercial fisheries being virtually absent. Moreover, the resources present are highly susceptible to collapse under excessive sustained pressures of exploitation. Their recovery can be lengthy and perhaps virtually non-existent in some situations. The existence of large migratory goose populations in the coastal estuary marsh areas, anadromous trout in some streams flowing to the coast and modest polar bear concentrations at favoured locations represents exceptions to this generalization of importance to tourism.

In the *Northeastern Lowlands Region*, general economic conditions are weak and opportunities limited in variety. There are no commercial forest, hydro power or mining operations. Air transport is the dominant means of access, with roads being non-existent except for local community systems, winter roads and snowmobile trails. The rail connection from Moosonee to the south is an interesting anomaly that serves more as an asset to tourism, local community supply, and native resident travel than as an infrastructural element stimulating economic development. Economic exploitation of the waters of Hudson Bay and James Bay is virtually non-existent, and barge transport between the railhead at Moosonee and settlements farther north along the coast has virtually terminated. The extensive shallow inshore marine waters represent a hostile and forbidding environment for the local residents.

The population, dominantly native and possessing distinctly different values and lifestyle expectations than those of the non-native groups to the south, is concentrated in settlements on the shores of Hudson Bay and James Bay. While 85 to 90 per cent of the Moosonee/Moose Factory Development Area is Cree speaking, a strong element of non-native culture is evident, particularly in Moosonee.

Pressures for Change

The native populations and cultures that dominate over the greater part of Ontario North of 50° are undergoing considerable stress and transition. The introduction of southern Canadian communications, especially radio, motion pictures and more recently television, has exerted a powerful and not always benefical thrust for change. The growing population is outstripping the capability of the natural resource supply in the community hinterlands to provide adequate food and income through the traditional pursuits of trapping, hunting and fishing. Few local employment opportunities exist in the service sector of these small communities to supplement these traditional pursuits. For these reasons, the economic future of this largest group of remote northern residents is uncertain at best. The increasing need for modern technical training to meet possible future local employment opportunities or provide that base of skills required for outward migration from Ontario North of 50° represents another threat to the cultural and economic stability of these northern settlements.

Regional Tourism Capabilities

In Ontario North of 50°, the current and prospective supply and demand foundations for tourism are critically related to, or defined by, natural and cultural landscape patterns. Therefore, the regional geographic divisions described differ greatly in their capability for tourism development.

Through synthesis of several diagnostic natural and cultural features, Ontario North of 50° can be divided into three broad regions of differing capability for tourism development. Their distinguishing parameters and criteria are shown on Chart 4 and their boundaries are portrayed on the accompanying map.

The natural resource potentials of the more northerly parts of Ontario North of 50°, including the whole of the Hudson Bay and James Bay Lowlands, remain to be inventoried over the next few years under the district land use planning process of the Ontario Ministry of Natural Resources. While the results of these inventories should provide considerable new detailed information on natural resource features, and hence on the capability of the supply foundations for tourism, it is expected that the statements of broad potential, opportunity and constraint made in this report will not need to be altered substantially.

Southern Shield

The *Southern Shield* is considered to have *mass, multi-functional, vacation/holiday, travel/destination and special wilderness activity capabilities*. This region is designated multi-functional because it possesses the natural and cultural supply foundations and market relationships required to support two major divisions of tourism that are characteristic of Ontario: general vacation-holiday and special wilderness activities. From the standpoint of the former, this region lies at the northern limit of viable summer outdoor cottage,

CHART 4

REGIONAL SUMMARY OF TOURISM DEVELOPMENT CAPABILITY
IN ONTARIO NORTH OF 50°

CAPABILITY AND QUALITY MEASURES FOR NATURAL AND CULTURAL SUPPLY FOUNDATIONS FOR TOURISM	CAPABILITY REGION		
	Southern Shield	**Northern Shield**	**Lowland/Tidewater**
Aggregate Capability	Mass, Multi-Functional, Vacation-Holiday, Travel and Destination Area Capabilities, with Opportunities for Special Wilderness Activities	Special Activity Capabilities in Remote Boreal Forest Wilderness and Indian Cultural Atmosphere	Special Activity Capabilities in Remote Lowland/Tidewater Wilderness and Indian Cultural Atmosphere
Associated Activities	Camping, cottaging, rental accommodation, automobile landscape touring, remote fly-in hunting and angling from base and outpost sport camps	Angling and hunting sport camps, wilderness travel by water and snowmobile trails, landscape touring in Indian settlement area	Goose hunting sport camps with limited angling, natural history tours, Indian settlement-focused landscape tours by air and rail to Moosonee, major river canoe trip destination services

CHART 4 (continued)

REGIONAL SUMMARY OF TOURISM DEVELOPMENT CAPABILITY
IN ONTARIO NORTH OF 50°

CAPABILITY AND QUALITY MEASURES FOR NATURAL AND CULTURAL SUPPLY FOUNDATIONS FOR TOURISM	CAPABILITY REGION		
	Southern Shield	**Northern Shield**	**Lowland/Tidewater**
Natural Features			
Climate			
1. High Season	Northern limit of requirements for multi-functional summer tourism vacation area on the Shield	Satisfactory only for specialized outdoor sporting activities (hunting, fishing, wilderness travel and landscape touring)	Marginal for specialized outdoor sporting activities (hunting, fishing, wilderness travel and landscape touring)
	Length: Short (3 mos.)	Length: Short (2-3 mos.)	Length: Very Short (0-2 mos.)
	Quality[1]: Fair	Quality[1]: Fair to poor	Quality[1]: Poor
2. Winter	Exceptionally strong for winter outdoor tourism activities	Strong for winter outdoor tourism activities	Good conditions for winter outdoor tourism activities
	Length: Long (6.5 - 7.0 mos.)	Length: Long (7 - 7.5 mos.)	Length: Very long (7.5 mos. plus)
	Quality: Excellent	Quality: Excellent	Quality: Good

CHART 4 (continued)

REGIONAL SUMMARY OF TOURISM DEVELOPMENT CAPABILITY
IN ONTARIO NORTH OF 50°

CAPABILITY AND QUALITY MEASURES FOR NATURAL AND CULTURAL SUPPLY FOUNDATIONS FOR TOURISM	CAPABILITY REGION		
	Southern Shield	**Northern Shield**	**Lowland/Tidewater**
Terrain (Land, Water, Vegetation)			
1. General Tourism and Outdoor Recreation Terrain Capability	Generally moderate outdoor recreation and tourism development capability for a Shield setting; much of region has low capability	Considerable moderate outdoor recreation and tourism development capability for a Shield setting interspersed with large areas of low capability	Dominantly low outdoor recreation and tourism development capability with traversing river and coastal strips of moderate capability; traversing rivers are Severn, Winisk, Attawapiskat, Albany, Moose
2. Geology and Physiography	Good outdoor recreation and tourism aesthetic values associated with irregular relief of parallel ridges of Precambrian rock, lacustrine flats and morainic overburden	Good outdoor recreation and tourism aesthetic values associated with Shield and strong representation of eskers and moraines in northern parts	Poor outdoor recreation and tourism aesthetic values associated with flat, poorly drained plains

CHART 4 (continued)

REGIONAL SUMMARY OF TOURISM DEVELOPMENT CAPABILITY
IN ONTARIO NORTH OF 50°

CAPABILITY AND QUALITY MEASURES FOR NATURAL AND CULTURAL SUPPLY FOUNDATIONS FOR TOURISM	CAPABILITY REGION		
	Southern Shield	**Northern Shield**	**Lowland/Tidewater**
3. Hydrography	Very good outdoor recreation and tourism potential in headwater areas draining to Lakes Winnipeg and Nipigon; typical deep rock-controlled Shield lakes and moderate rapids; interesting canoeing waterways; water temperatures often permit swimming	Good outdoor recreation and tourism potential; headwater area for most major rivers draining to Hudson Bay and James Bay; typical Shield rock-contolled lakes and river rapids; interesting canoeing waterways; water temperature generally too cold for swimming	Poor outdoor recreation and tourism potential associated with shallow lakes and ponds of the poorly drained morass of the flat coastal plain; main traversing rivers have flat profiles and relatively uninteresting water compared to their Shield sections; water temperatures too cold for swimming

CHART 4 (continued)

REGIONAL SUMMARY OF TOURISM DEVELOPMENT CAPABILITY
IN ONTARIO NORTH OF 50°

CAPABILITY AND QUALITY MEASURES FOR NATURAL AND CULTURAL SUPPLY FOUNDATIONS FOR TOURISM	CAPABILITY REGION		
	Southern Shield	**Northern Shield**	**Lowland/Tidewater**
4. Forest Cover	Naturally attractive; Upper and Lower English River Sections of Boreal Forest largely a transition between Great Lakes/St. Lawrence Forest Region to south and Coniferous Section of Boreal Forest Region to north; variety of species a feature of main body of the forest that includes white and black spruce, balsam fir, aspen, white birch and jack pine, scattered red and white pine, green ash and bur oak; some large burned or cut over areas not attractive	Limited attractivity overall, with black spruce dominant in the Northern Coniferous Forest Section situated northward from the Albany River and jack pine and black spruce in the Central Plateau Section centred to the south of that river; margins of lakes and river banks moderately attractive with mixed stands of white spruce, balsam fir, aspen, balsam poplar	Very limited attractivity, but interesting because of intermixture of barren lands that are at the most southerly limit of their range in mainland Canada; open stands of stunted black spruce and tamarack in expanse of swamp and muskeg; white spruce that is tolerant of sea conditions forms maritime treeline; moderately attractive river valley stands of white spruce, aspen, balsam poplar and white birch, extending to, or almost to, the coastline

CHART 4 (continued)

REGIONAL SUMMARY OF TOURISM DEVELOPMENT CAPABILITY
IN ONTARIO NORTH OF 50°

CAPABILITY AND QUALITY MEASURES FOR NATURAL AND CULTURAL SUPPLY FOUNDATIONS FOR TOURISM	CAPABILITY REGION		
	Southern Shield	**Northern Shield**	**Lowland/Tidewater**
Biological			
1. Fish (Angling)	Naturally strong resources for sport camp development at limited points with much of the area actually in a state of decline due to loss of remote fishing waters and excessive pressures resulting from unrestricted public access via forest access roads; remote sport camp development past its peak over much of the area	Moderately strong resources for sport camp development at select locations and much of the potential remains unutilized or underexploited; cannot sustain use pressures experienced in south without collapse due to lower productivity per acre-foot of water; moderately strong distribution of deep water trout lakes and river fisheries for pike, brook trout and pickerel	Limited opportunities for sport camps, essentially confined to Sutton and Hawley Lakes in Precambrian rock outlier; lakes of Palaeozoic lowlands too shallow; inventory may reveal an anadromous trout sport fishery in some main rivers

CHART 4 (continued)

REGIONAL SUMMARY OF TOURISM DEVELOPMENT CAPABILITY
IN ONTARIO NORTH OF 50°

CAPABILITY AND QUALITY MEASURES FOR NATURAL AND CULTURAL SUPPLY FOUNDATIONS FOR TOURISM	CAPABILITY REGION		
	Southern Shield	**Northern Shield**	**Lowland/Tidewater**
2. Mammals	Moderate moose hunting potentials now relatively fully exploited and limited capacity for expansion; woodland caribou viewing opportunities	Extensive areas of dense moose concentrations north of the Attawapiskat River and 52° N. lat. suitable for sport hunting camp operations; woodland caribou viewing	Poor moose hunting potential for sport camps; polar bear viewing good and fair walrus viewing off Cape Henrietta Maria
3. Birds	Local resident hunting resource only	Limited goose hunting possibilities	Superb goose hunting and some possibilities for sport camp expansion; shore bird observation potential is strong

CHART 4 (continued)

REGIONAL SUMMARY OF TOURISM DEVELOPMENT CAPABILITY
IN ONTARIO NORTH OF 50°

CAPABILITY AND QUALITY MEASURES FOR NATURAL AND CULTURAL SUPPLY FOUNDATIONS FOR TOURISM	CAPABILITY REGION		
	Southern Shield	**Northern Shield**	**Lowland/Tidewater**
Cultural Features			
Provincial Parks 2	Strong Tourist Attractions: 3 Wilderness Parks (Woodland Caribou 450,700ha, Wabakimi 155,000ha, and Kesagami Lake 54,200ha): 2 Natural Environment Parks (Pakwash & Pakwash Addition 2,700 ha): 3 Waterway Parks (Brightsand pt. 2,800ha, Kopka R. pt. 11,000ha, Little Current R. pt. 9,800ha): Nature Reserve Parks (Sedgman L. 5,800ha, Trout L. 7,850ha, Windigo Bay 8,300ha, Windigo Point 380ha): 4 Areas of Natural and Scientific Interest (Bow R., Fawcett L., Whitemud R., Windfall Cr.)	Strong Tourist Attractions: Wilderness Park (Opasquia 460,000ha): 8 Waterway Parks in headwater areas and upper reaches (Fawn R. Severn R., Winisk R., Pipestone R. North, Pipestone R. South, Little Current R., Otoskwin-Attawapiskat R., Albany R.): 21 Areas of Natural and Scientific Interest (Apps L., Cobham R., Flanagan R., Foaming Cr., Gonyea L., Goose R., Jobes Cr., Kaneesose L., Kishikas L., Mix L., Nango L., Obashi L., Poplar Cr., Roseberry R., Tabasokwia L., Waterous L., Wharram L., Wunnummin Hill	Strong Tourist Attractions in Coastal Area: 1 Wilderness Park (Polar Bear 2.4 million ha): 2 Waterway Parks in lower sections (Winisk R., Missinaibi R.) and other excellent lower river courses likely to be designated as waterway parks after MNR inventory completed in Moosonee District (Severn R., Attawapiskat R., Albany R., Moose R.): 7 Nature Reserve Parks (Hobson, Valentine, Pitt, Sanborn Twps. totalling 63ha)

CHART 4 (continued)

REGIONAL SUMMARY OF TOURISM DEVELOPMENT CAPABILITY
IN ONTARIO NORTH OF 50°

CAPABILITY AND QUALITY MEASURES FOR NATURAL AND CULTURAL SUPPLY FOUNDATIONS FOR TOURISM	CAPABILITY REGION		
	Southern Shield	**Northern Shield**	**Lowland/Tidewater**
Prehistoric Sites	Limited from tourism development perspective	Limited from tourism development perspective	Limited from tourism development perspective
Historic	Moderately strong potential inputs to landscape touring associated with fur trade era and industrial development	Modest potential inputs to landscape touring associated with fur posts at scattered locations	Valuable potential inputs to landscape touring associated with fur trade era and French/English conflict pre-1759
Indian Occupation	Limited resources except for rock paintings that represent valuable input to landscape tours and are sufficiently strong attraction to draw tourists on single purpose visitation	Rock paintings at a few scattered sites a cultural input to landscape touring; settlements a moderate attraction for landscape touring	Settlements a strong attraction for landscape touring
Transport/Access	Moderate costs to access resources by good road or plane arteries and connections	High cost to access resources by plane travel; reasonable internal winter road and snowmobile network for tourist use	High cost to access coastal resources by plane and very high cost to far northern points; inexpensive to access Moosonee/Moose Factory by railway

CHART 4 (continued)

REGIONAL SUMMARY OF TOURISM DEVELOPMENT CAPABILITY
IN ONTARIO NORTH OF 50°

CAPABILITY AND QUALITY MEASURES FOR NATURAL AND CULTURAL SUPPLY FOUNDATIONS FOR TOURISM	CAPABILITY REGION		
	Southern Shield	**Northern Shield**	**Lowland/Tidewater**
Local Market and Skills	Reasonably strong local market from industrial and service centre communities; adequate entrepreneurial and labour skills available	No local market potential but available Indian labour and entrepreneurial supply requiring some training	No local market potential but available Indian labour and entrepreneurial supply requiring some training

1. Refers to quality of the full range of summer outdoor recreation activities including vigorous sports, beaching, swimming, and lounging and to the quality of skiing and snowmobiling in the winter season.

2. All park and related areas indicated are of "recommended" status with only the Wilderness and Natural Environmental Parks having an officially designated status. The resources of the Lowland/Tidewater region will not be fully identified until the inventory of the Moosonee District of the Ministry of Natural Resources has been completed.

resort and water-beach oriented tourism development; farther north, *climatic conditions* become marginal to sub-marginal for these activities. Winter outdoor activity opportunities, however, are ideal. Supply attributes for remote or fly-in hunting and fishing sport camp operations have been excellent from the standpoints of climate, terrain attractivity, the variety and abundance of desirable fish and game species, and the capacity of the biological resources to maintain quality under considerable pressure. Native people's influence on the tourism supply foundation and operational patterns is limited and there is no major native socio-economic setting to exert a decisive psychological impact on the tourist.

Present tourism development patterns in the region have reached a state of maturity, and a decline in potentials and prospects has taken place in some instances. Opportunities for new base and remote outpost hunting and fishing camp development are virtually exhausted. In fact, many areas are now in a state of rapid decline due to the loss of their exclusive remote attributes and excessive pressures placed on fish and game resulting from the construction of forest access roads and the heavy influx of local resident hunters and anglers. Angling in most of the areas of roadside rental cabins and cottages has deteriorated markedly. In contrast, historic resource potentials of interest to landscape tourists remain undeveloped. Moreover some opportunities for new cottage and resort development to meet the demands of the vacation and holiday market appear to be present in a few favourable locations.

Tourism development in the region appears to have reached a stage when major reorganization and redevelopment of the tourism plant is required if the industry is to remain a viable business and economic sector. There will likely be a shift towards the development of resorts focused primarily on the opportunities for vacations for the general family or young adults in the summer and perhaps winter seasons. Retirement living developments for use in the warmer season are a possibility. An improvement in the region's attractivity for the general highway-travelling landscape tourist, particularly through the development of the historic and cultural resources, appears to offer substantial potential benefits to the industry.

Northern Shield

The *Northern Shield* is characterized by *special activity capabilities in remote Boreal forest wilderness and Indian cultural atmosphere.* In contrast to the *Southern Shield*, opportunities for mass multi-functional summer and winter tourism are absent. The summer climate and the water temperatures of the region are unsuitable for major vacation destination area tourism facilities. As the region is accessible only by air, mass landscape touring centered on highway travel is absent, with no imminent prospect of change. Given the expanses of unsettled wilderness between populated communities and the character of the waterways, only the more enthusiastic and experienced canoe and small boat travellers would be prepared to enter the region.

ONTARIO NORTH OF 50°

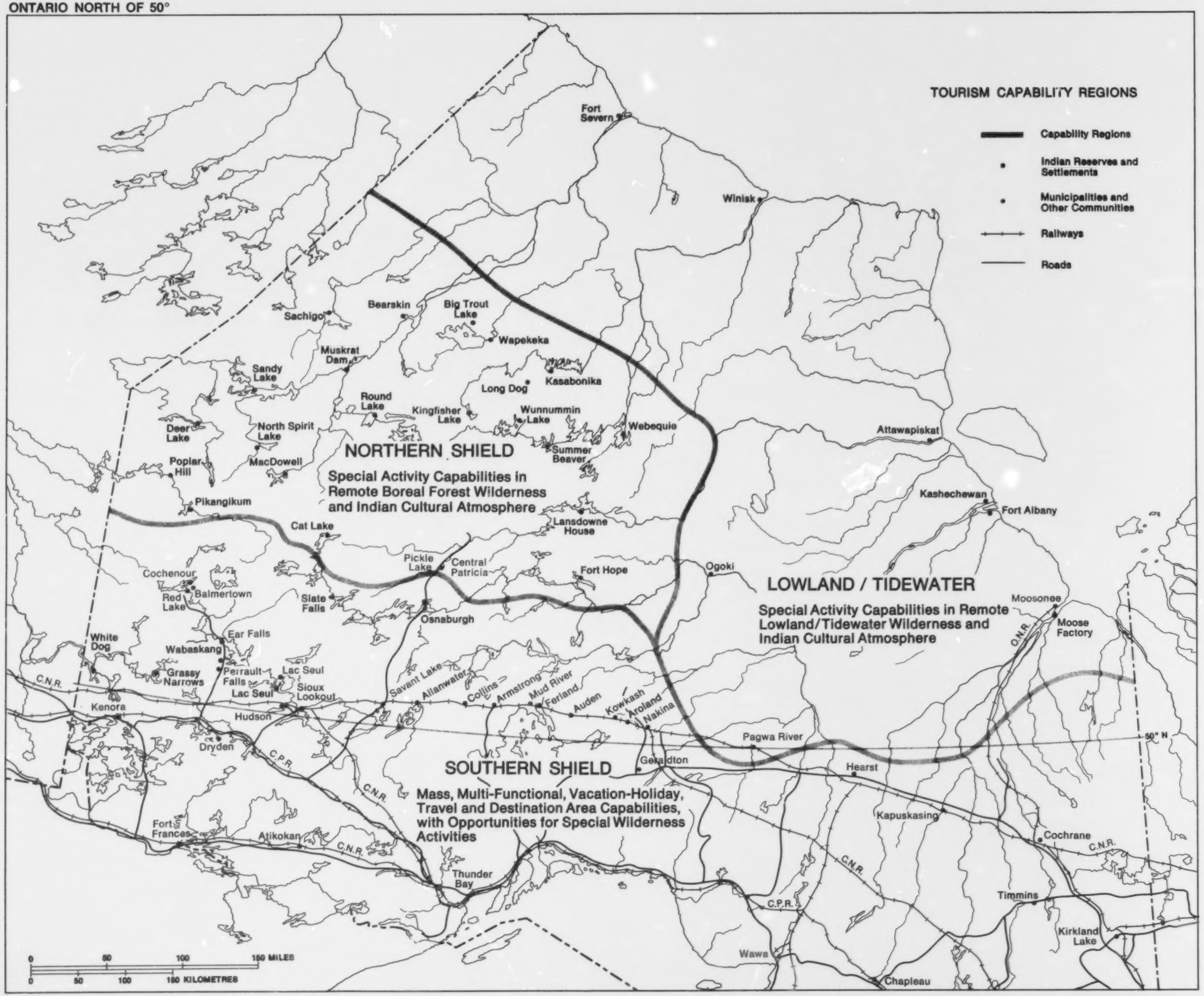




Plate 3: Successful hunt, north of Cochrane. (Source: Ministry of Tourism and Recreation.)

While the fish and wildlife resources available to tourism are generally moderately strong, and excellent at some locations, productive capacities per square kilometer of terrain or per acre-foot of water are not as high as in the *Southern Shield*. They will not sustain angling and hunting pressures of a similar intensity without speedy deterioration and in some cases virtual collapse in terms of the requirements for viable remote sport camp operations. The market in this instance is highly competitive, so that only those camps offering high quality angling and hunting can survive for a considerable period of time.

In recent years, tourism development opportunities for angling and moose sport camp construction and operation have been taken up to a considerable degree by native people and to a lesser degree by operators from the south. Opportunities for new development and expansion exist at discrete locations where fish and game resources are in sufficient supply. Pressures exerted by non-native operators situated to the south of the 7th and 11th baselines and the Albany River to utilize these resources are mounting steadily. Development of existing potentials is imminent.

Excellent resources are available for the introduction of conducted wilderness canoe trips down the numerous major rivers leading to the coast. These could be organized, marketed and guided by native people. Winter snowmobile tour opportunities, possibly integrated with the "experience" type of holiday package at native-operated winter trapping cabins, are plentiful. Landscape tours in winter or summer focused on, or organized around, the native settlements are a good possibility given the physical and cultural patterns present in many parts of the region.

Lowland/Tidewater

The *Lowland/Tidewater* region is considered to have *special activity capabilities in Indian atmosphere of the wilderness/tidewater belt.* As in the *Northern Shield,* and for similar reasons, opportunities for mass multi-functional summer and winter tourism are almost absent. Moosonee/Moose Factory, at the tidewater terminus of the Ontario Northland Railway, experiences mass volume, low cost landscape tourism based on rail travel and is the only exception.

Opportunities for major sport camp development based on goose hunting exist in the estuary areas of most large rivers and have been extensively exploited. Prospects for the expansion of camps are probably limited in number and scale, at least as much by the availability of readily accessible and reliable aircraft landing sites as by the availability of birds to hunt on a sustainable-yield basis.

Angling sport camp prospects in the region are primarily associated with Precambrian rock at Hawley and Sutton Lakes to the south of Winisk. Resources here have been almost fully allocated for sport camps. The water bodies of the Palaeozoic Lowlands are of low productivity, being little more than shallow ponds in most cases. On many of the rivers, sea-run or anadromous brook trout populations may prove of sufficient strength to be the main foundation for sport camp operations, or to form a valuable supplementary support to some other type of tourist operation.

For strategic and resource reasons, the region displays strong capabilities for special landscape tour operations. The native coastal settlements provide an attraction of considerable strength. There are interesting historic associations with the French-English conflict on Hudson Bay and James Bay prior to 1759; near Fort Severn, foundation ruins of a fort are clearly visible in the ground after archaeological investigation several years ago. The natural history features of the tidewater section — waterfowl and shore bird concentrations, Boreal/Barrenland transition vegetation, and physiographic formations including massive beach strands and tidal flats — are of sufficient strength to attract professional scientists, students, and dedicated amateurs. Polar Bear and Kesagami Provincial Wilderness Parks, especially the former, have been scarcely exploited from a tourism development standpoint. The lower courses of major river canoe routes originating on the Shield traverse the lowlands and terminate at the coastal settlements.

This assemblage of natural and cultural features provides excellent opportunities for the development of a variety of special landscape package tours. A group of coastal settlements could be combined in an air tour that involves short day or overnight stays at each. A visitor program of events including tours in and around the settlements could be offered. On the other hand, a tour package might offer a stay at only a single settlement, possibly using the accommodation of an adjacent goose camp. Provided that there is suitable accommodation in a settlement, attractive winter season tours could be operated. Highly attractive wilderness tours in Polar Bear Provincial Park at all seasons of the year could be organized from Winisk.

The mass tourism of Moosonee/Moose Factory, representing a special situation arising from cheap rail access, is expected to continue, though prospects for expansion remain uncertain. It is important to note that considerable public funds to strengthen destination area attractions and stimulate interest in the train trip have proved necessary to maintain traffic volume on the Polar Bear Express, despite the low tariffs.

The development of the potentials and the ownership of facilities in all areas outside Moosonee/Moose Factory will likely be primarily and perhaps exclusively in native hands. Many goose camps have been developed for Indians, and most non-Indian operations that once existed in the tidewater area have been purchased by government and incorporated into the operations of Indian goose camps. It is expected that this pattern of Indian ownership and operation will be followed in any development of tour packages in the coastal settlement areas.

Overall, the region presently displays a strength for tourism development that is greater than that of the *Northern Shield*, largely because of the goose camp operations and the destination area facilities associated with the Polar Bear Express. In the long haul, however, the two regions may prove to be about equal in strength. The future development of tourism in the Lowlands region depends on the organization and marketing of landscape tour packages on a substantial scale, for it is on this aspect that the major expansion prospects for tourism in the region appear to rest.

RATIONALE FOR AN HISTORIC PERSPECTIVE

The introduction of an historic perspective can contribute substantially to the explanation of the current pattern of tourist facility development in Ontario North of 50°. It can thereby enhance the policy and decision-making processes associated with strategy, program and project planning for future public and private investment. In some situations, an historic perspective may be as significant as or even more significant than the physical geographic dimension that invariably receives major, and often sole, consideration.

Existing development patterns in Ontario North of 50° are the expression of a great many factors: the decision-makers' appreciation of the nature of the geographic environment, the technological capacity of the time and, above all, personal and group imagination, initiative and outlook on risk. In addition, government attitudes to resource allocation and financial assistance of a direct or indirect nature have often been critical elements. For these reasons, adequate attention must be given to the historic or historical/geographical dimension in the final policy formulation process.

GOAL OPTIONS

General qualitative statements of goals tend to be idealistic and to conform to accepted social, economic and environmental values for the society in which they are promulgated. One of the serious limitations associated with many planning studies is that their recommendations scarcely reach beyond policy goal statements of this "motherhood" type. While such goal statements are "safe" in that they expose the planning or the client government agency to little that is of a penetrating and controversial nature, they contribute little to substantive action.

In this study, a serious attempt has been made to avoid this pitfall by the formulation of realistic goal options that are linked directly to, or flow naturally from, broad conceptual and operational divisions in the tourism field and the issues related thereto. The danger of setting up straw men as policy options has been recognized and avoided, sometimes by simply not presenting a dummy entry as an alternative; in this case, it is simply acknowledged that no rational, viable option exists, or appears to exist, within the context of the current social, economic, technological and natural environments of Ontario North of 50°.

GENERAL GOAL

Government's general goal for the tourism sector is to create and maintain a climate of legislation, regulations and administrative structures and processes that will encourage private investment in the sector in Ontario North of 50° so as to maximize sustained profit, employment and income levels and derive reasonable revenues consistent with:

- the retention and, where possible, the enhancement or rehabilitation of natural and cultural environmental phenomena that represent the indispensable supply foundations of the tourism industry;

- the balancing of competing and complementary demands of private industry and the general public for natural resources for economic production (such as for forestry, mining and commercial fishing) and for the attainment of social objectives (including public parks, recreation and wilderness);

- the desires of the local resident population, particularly the native people in the remote areas to the north of the 7th and 11th baselines and the Albany River, for tourism development;

- the protection of consumer interests, particularly those related to safety.

This general statement is consistent with social, economic and environmental values that represent the norms for Ontario. Its usefulness lies essentially in the identification and organization of these norms. No realistic options or alternatives can be formulated at this general goal level.

SPECIFIC GOAL OPTIONS

Related to the Geographic Distribution of Economic Benefits

To capture maximum opportunities for investment, profits, income and employment for the resident population. And, in the remote parts to the north of the 7th and 11th baselines and the Albany River, to retain these opportunities for the local native population, on a first choice or refusal basis;

OR

To remain completely neutral to the geographic distribution of economic benefits, or perhaps to open them to all Ontario residents or Canadian citizens equally.

The above goal option is a major one to which there must be an almost immediate response. The selection of a local resident focus and, in the far north of Ontario North of 50°, a local native focus as the ultimate goal would demand the adoption of numerous implemental strategy thrusts if it were to carry any real substance or meaning.

In any discussion of this goal, the interests of the native people of Ontario North of 50° are of major consequence. Effective efforts must be made to ensure that they are adequately represented in any ultimate decision-making process.

Related to Disturbance of Existing Socio-Economic Conditions

To reduce disturbances and disruptions to existing socio-economic conditions in the region to a minimum, including those related to current tourism development, even at the sacrifice of a substantial degree of economic benefits;

OR

To remain essentially neutral to disturbance, considering it to be a legitimate cost of development, including development in the tourism sector.

Tourism development may be regarded as an economic benefit that will inevitably occasion a degree of disruption to existing social patterns and work routines. On the one hand, the government may remain essentially neutral to the impact, considering it to be a normal and

inevitable consequence of economic development and diversification in the region. Alternatively, it may seek measures to reduce disruptions to a minimum, even though some such measures may knowingly reduce beneficial economic effects to a degree. In other words, socio-economic compatibility would dominate over purely economic and business viability considerations.

Related to Individual Initiative

To emphasize government stimulation of individual private initiative in the development of tourism in Ontario North of 50° by minimizing government controls and regulations to a degree consistent with overall social, economic and natural environmental goals and by introducing financial incentives.

OR

To remain essentially neutral to special financial stimulation of individual private initiative, possibly emphasizing highly controlled and regulated development.

Clearly, some degree of regulation and control is required in the interests of the general public and for resource conservation and preservation. On the other hand, an onerous structure of government rules and regulations can stifle private initiative.

OBJECTIVE OPTIONS

In this study, no framework of alternative or optional objectives for the development of tourism in Ontario North of 50° has been prepared. The investigation did not call for the preparation of spatially, temporally and quantitatively explicit statements of this type. Valid targets for investment, income, employment, visitor volume and expenditure or for the scale of natural resources required to satisfy the needs of the tourism sector can be defined only after more detailed research has been completed. Objectives must be realistic, factually supported statements of quantity, timing and location. It would be of no value, and possibly harmful, to generate a set of numbers that have no substantive foundation and really amount to little more than a wish list that could arouse unattainable expectations and stimulate private investment directed towards financially unprofitable situations. In the preparation of a framework of objectives, planners and policy makers have a primary obligation to be accurate and realistic rather than stimulative and promotional.

IMPLEMENTAL STRATEGY OPTIONS

The definition of implemental strategies represents the cutting edge of the optional aspect of policy formulation. In effect, this is the area of discussion where substantive and readily recognizable alternatives emerge from the generalities of the goal statements.

SELECTION OF APPROACH AND FOCUS FOR DISCUSSION

Operating Principles and Substantive Program-Process Options

In the discussion of concepts and terminology presented in the opening section of Part Two of this report, three components of implemental strategies were recognized: statements of operating principles, direction/ substance, and priority. Attention is directed initially to operating principles. This is followed by an intensive examination of the concrete or substantive program and process options. Limited and indirect attention is given to priority aspects for two reasons. First, priorities tend to flow naturally and logically from choices made related to operating principles and substantive program elements and processes. Second, the definition of priorities would carry this study beyond its intended limits into the more concrete realms of detailed and explicit tourism sector planning.

Provincial and Federal Government Interests and Responsibilities

As stated earlier in Part Two of the report, implemental strategy options are considered primarily in relation to government interests and responsibilities, although indirect reference to the tourism industry is made at appropriate points. While this approach places the responsibilities of the tourism industry for policy formulation in a secondary and reactive position in this study, it acknowledges that the industry has a responsibility through its associations to prepare its particular set of policy options to guide the development and operation of tourism.

Taking as given the basic orientation and limits imposed by this focus on government, the discussion of implemental strategies may be further narrowed in a number of ways. The sequential consideration of the subject in relation to the levels, structures, interests, concerns, and responsibilities of government is especially useful, as will be seen from the commentary that follows.

Both the provincial and federal governments have substantial interests and obligations related to implemental strategy formulation for tourism in Ontario North of 50°. In addition, the local municipal governments and various Indian administrative groups have significant concerns. The situation is summarized in Chart 5.

The federal Department of Indian Affairs and Northern Development has major legislative responsibility for the social and economic development of Treaty Indians, the main population component in the northern parts of Ontario North of 50°. Among the provincial agencies, the Ministry of Tourism and Recreation has a mandate for the preparation of tourism development strategies across all of Ontario, the Ministry of Northern Affairs for general social and economic policy matters over all of northern Ontario, the Ministry of Natural Resources for the management and allocation of the natural resource supply foundations of the tourism industry, and the Ministry of Citizenship and Culture for heritage resources. In addition to the federal and provincial agencies, the local band councils together with Treaty No. 3 and Treaty No. 9 and their creations, the project development areas, all have important interests in the field of tourism strategy formulation.

It is evident that a fairly diversified and complicated structure must be examined in the strategy formulation process, particularly when local government councils and tourism committees are added. Clearly, some operational clarification of the broad array of administrative structures with its varied interests and responsibilities is required.

The primary focus and central organizing frame of reference in this study are the federal and provincial government agencies; local Indian and municipal organizations are related to this primary focus wherever appropriate. This choice of focus has a twofold rationale. First, it supports the work of the Royal Commission on the Northern Environment which, to a major extent, focuses on the opportunities, constraints, issues and viable policy options confronting the provincial government on social, economic and natural environmental matters related to development in Ontario North of 50°. Second, it recognizes that governments must play a lead or catalytic role in the development of the tourism sector by virtue of the Ministry of Natural Resources' control of most of the natural resource foundations of the industry and the responsibilities of the Department of Indian Affairs and Northern Development for the socio-economic progress of Indians in the remote northerly parts of Ontario North of 50°.

In addition, the tourism industry must have a strategy of its own making and implementation. This is clearly the responsibility of the various regional and local tourism associations and would be a primary and immediate requirement of any Indian tourism association established in the future, as discussed later in this report.

Selected Roles and Functions of Government

Strategy options can be further articulated in terms of the four major roles of government relative to the development and operation of the industry. A brief examination of Chart 6 shows that strategy options are linked to the substantive operational decisions of the industry with which governments must interact through the consideration of major roles or functions.

CHART 5

RESPONSIBILITIES OF GOVERNMENTS FOR THE FORMULATION OF TOURISM STRATEGY OPTIONS

Provincial Government

Ministry of Northern Affairs

Responsibility for general policy for regional socio-economic development and some supporting initiatives

Ministry of Tourism and Recreation

Responsibility for the development of the tourism sector throughout the province, including Ontario North of 50°

Ministry of Natural Resources

Responsibility for the maintenance and allocation of the natural resource supply foundations associated with Crown lands

Ministry of Citizenship and Culture

Responsibility for the maintenance and development of the heritage supply foundation

Federal Government

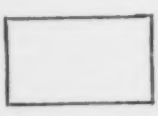
Department of Indian Affairs and Northern Development

Responsibility for Indian socio-economic development in Ontario, including Ontario North of 50°

Local Government

Local incorporated and unincorporated communities

Indian governmental structures including Treaty No. 3 and Treaty No. 9, project development areas and band councils



Indicates Focus of this Study

Strategy options can be considered in relation to the administrative organization for the performance of governments' roles. Some very important choices are associated with the institutional arrangements and are integrated into the discussion at appropriate points.

In this discussion of policy options, the primary focus is on the development, encouragement and support role. It is recognized, however, that the other three roles are important in the total scheme of government operations related to tourism. Reference will be made to aspects of these other roles where they relate to this primary focus.

Of the numerous functions associated with the performance of government's development, encouragement and support roles, two are discussed in this report, namely planning and marketing. In combination these two encompass the bulk of the major options available at the functional level.

Summary of Selected Foci

In Chart 7, the substance of the foregoing discussion is summarized in the form of a framework of foci for the consideration of implemental strategies.

The dual interests and responsibilities of the provincial and federal agencies implied in the schema of government jurisdictions, agencies, roles and functions are of major importance. To a considerable extent, these interests and responsibilities have imposed and continue to impose significant constraints on the development of tourism opportunities in the remote areas of Ontario North of 50°. These constraints require special administrative arrangements and procedures if they are to be overcome in an expeditious manner.

OPERATING PRINCIPLES

In the earlier discussion of goals, three sets of goal options are presented, i.e., options related to the geographic distribution of economic benefits, to the disturbance of existing socio-economic conditions, and to individual initiative. There is a direct connection between operating principles and these goals. This discussion of the operating principles associated with the implemental strategy component of policy flows directly from, and to an extent represents, a more refined, explicit and directed expression of these goals. Operating principles provide an operational definition of goals in the area of implemental strategy formulation. This, together with the introduction of new concepts, results in a distinct set of optional operating principles.

CHART 6

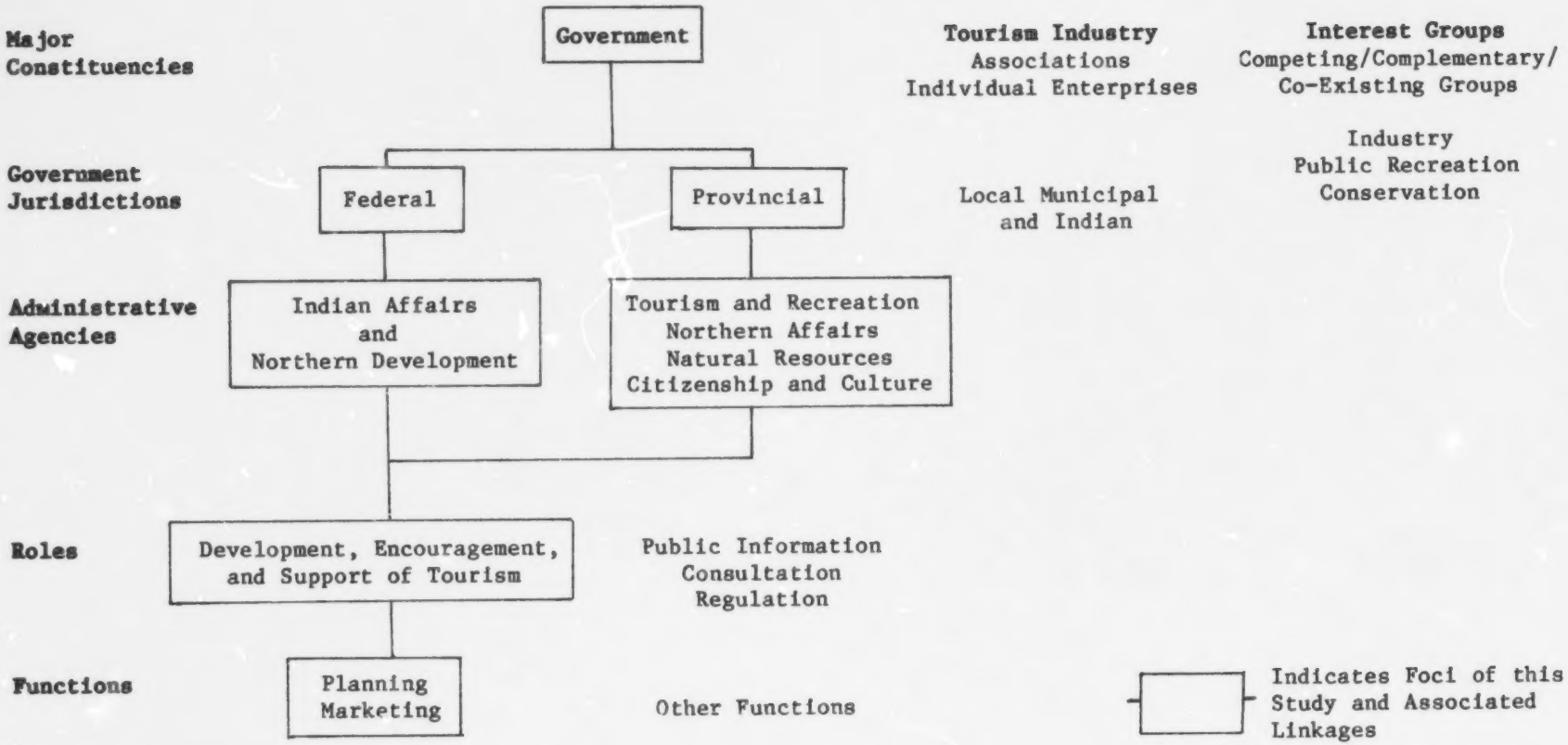
GENERAL ROLES AND FUNCTIONS OF GOVERNMENT
RELATED TO THE TOURISM INDUSTRY

Role	Function
Public Information and Consultation	Informing the tourism industry of government intentions, programs and projects and the nature of the decision-making processes related thereto; this involves discussion, consultation and public information programs.
Development, Encouragement and Support	Involves varying degrees of intervention related to natural and heritage resource supply maintenance, enhancement and allocation, and to marketing, financing, training and planning.
Regulation	Involves regulatory intervention for consumer protection including safety and fair pricing, and for fair wage and employment practices.
Research	Involves research activities related to the development, marketing and operation of potentials and the improvement of performance (efficiency and effectiveness) of other government roles.

[ ] Indicates focus of this study

CHART 7

SUMMARY FRAMEWORK OF FOCI USED FOR DISCUSSION
OF OPTIONAL IMPLEMENTAL STRATEGIES



Considering the heterogeneous physical and socio-economic environment that typifies Ontario North of 50°, the rigid and universal application of the operating principles subsequently noted would be impractical, especially in the initial stages of industry stimulation and development. In effect, general operating principles must be adjusted to fit local or regional variations in the socio-economic milieu, particularly over short-run time periods. This does not render the consideration and expression of operating principles a useless exercise. The choices involved are elucidated, and divergences from established or long-range positions in special situations are made clearly apparent.

The options associated with the operating principles of any implemental strategy for tourism in Ontario North of 50° are a matter of real substance and consequence. While they are couched in general terms, they are pregnant with significant implications. This is especially true in the remote northern parts of Ontario North of 50° that possess distinctive physical and socio-economic geographic environments. In any approach to the preparation of implemental strategies for tourism development in the study area, serious consideration would therefore be given to operating principles, especially at the regional and local community levels, before any work of substance is commenced on an implemental strategy.

Related to the Control and Impact of a Tourism Strategy

Two significant optional operating principles related to the control and impact of the planning and development of tourism are set forth at the outset, since matters of fundamental consequence, particularly for those remote parts of Ontario North of 50° having a predominantly native population, are involved. These must be given very serious and detailed attention.

Strategy Developed Primarily Within the Region or Outside the Region

In the first case, the development of the strategy would be under the control of, and responsive to, the desires of the local resident population from its basic conceptual stages through to its final detailed program and project formulation. In the second case, the strategy would be developed beyond effective local influence and limited largely to a restrospective local review process. Moreover, in this case, local involvement could be limited to municipal and band councils and to tourist operators in the area or opened to broad community influence. Some compromise between both sets of these extremes will likely prove to be the most practical choice.

Disruptive Impacts to be Minimized or Accorded No Special Consideration

In the first case, the strategy would seek to minimize the disruptive impacts of tourism on the traditional lifestyles and socio-economic structures of the communities in Ontario North of 50°. While minimization of impacts would be particularly important to the predominantly Indian settlements in remote northern areas, it would have implications elsewhere. In the second case, the strategy would focus solely on the satisfaction of the interests and needs of the tourist and the tourism industry, giving no major regard to local social and economic impacts. In this case, the local population would, in effect, be forced to accept tourism of a kind demanded by the market place as envisaged by the planners. In the first case, the strategy formulation process would entail a purposeful selection from among a range of facilities, services and operating procedures with the intent to reduce undesirable social and economic impacts to a minimum.

Related to the Nature of the Tourist Plant

Industrial or Craft Plant

This pair of options entails a choice between the development and operation of sophisticated, industrial-type, high-quality facilities and services and the development and operation of a craft type of tourist plant.

In the first case, the tourist facilities and services would be intended to attract the upper expenditure cohort of the international market in an attempt to maximize economic benefits to the province, the region and the local communities. In this case, investment, management and control would reside primarily outside Ontario North of 50°. In the second case, a level of facilities and services within the financial, management and operating capacities of the local residents, or readily attainable by them with modest funding and training support by government, would be provided.

Consumptive Development or Non-Consumptive Development

In the case of the first option, the tourism development strategy would be based primarily on the consumptive use of fish, wildlife and other renewable natural resources for the development of hunting and angling camps in Ontario North of 50°, and particularly in the region's remote northern areas. In the case of the second option, the strategy would stress a non-consumptive form of tourism development in which tourists engage in an observing-learning experience within the communities and in the surrounding areas. This option could be particularly applicable to the remote Indian settlements, where tourists might be taken as observers on hunting, trapping and commercial fishing operations, or might simply visit communities and participate in or observe such activities as council meetings, church services, and other social events. At some places in the southwestern part of Ontario North of 50°, a relatively non-consumptive emphasis

could well be exemplified by a resort complex catering to a general family vacation. Probably a mix of these forms of tourism would be most desirable considering Ontario North of 50° as a whole, whereas strategies for individual areas might focus primarily on one or other of the choices listed.

Four Seasons or Summer Only

The strategy for tourism could focus primarily on the development of either a four season (year-round) industry in Ontario North of 50° or a mainly summer season industry. In the latter case the operating season would include the important spring and fall angling and hunting seasons as well as summer. This choice has enormous consequences for the design and construction of buildings and the generation of economic benefits.

Natural or Artificial

The first case would entail a primary focus on tourism based on natural, cultural and historic resources. The second would emphasize the establishment of such artificially implanted attractions as gambling casinos or funland facilities. While the extremes of this choice are readily recognizable, there are a host of marginal choices that must be made from time to time. Taken in combination, these choices can move the nature of the tourist plant from one focus to another almost imperceptibly.

Authenticity or Entertainment

In the first case, authenticity would take precedence over pure entertainment in the development of natural, cultural and historic features and events, particularly those taking the form of historic and cultural displays and re-enactments or community events. In the second case, features and events would be staged or simulated primarily in order to attract tourists and their expenditures, thereby generating considerable local employment and income impact but having only weak or peripheral links with the cultural and historic realities of the area or community.

Existing Development or Total Reorganization

The first case would entail a primary focus on the integration or incorporation of existing tourist facilities, such as hotels, motels, resorts and outpost camps, into the development strategy; indeed this could be considered a basic tenet of current planning procedures. In the second case, planning concepts would be developed solely in response to current supply and demand realities without reference to existing development, so that incompatible or inappropriate present developments would be systematically removed, with adequate compensation to owners, as part of plan implementation procedures. In those situations where much of the present plant is outmoded or rests on various short-term land-lease arrangements, such a total redevelopment would probably be feasible.

Related to Business and Economic Aspects

Private Responsibility or Public Sector Responsibility

In the first option, tourism would be considered essentially a private sector industry in all parts of Ontario North of 50° for both the short term and the long term, as is the case in the rest of the province. Government involvement would be limited to the provision of infrastructure support, including air and highway access, to natural resource management and allocation, to basic supply and demand research, and to the provision of incentive support in the form of development funding, advertising, and management and labour training.

In the second option, tourism would be considered a public sector industry, at least over the short run in the remote northern parts of Ontario North of 50°. Here, the development of facilities and services, including sport camps, campgrounds and wilderness touring, would be entirely publicly financed, owned and managed until a point is reached when they can be turned over to Indians. Moreover, campgrounds and picnic areas would be municipally or band owned and operated in various parts of Ontario North of 50°.

Some mix of the foregoing options may represent the most effective operating principle. While the long-term aim may be to establish a private sector tourist facility and services industry, provision for a short-term public sector component to meet special conditions in parts of Ontario North of 50°, particularly in the case of Indian development, may be considered most practical.

Business Principles or Socio-Economic Principles

In the first option, the tourism industry would be expected to develop and operate under sound free-enterprise business principles rather than to be dominated by social and economic objectives. Revenues and the factor costs of production would be efficiently managed to maintain overall solvency, maximize profits and provide adequate financial reserves for depreciation, and aggressive marketing practices would be followed. Government funds would not be applied repeatedly to prop up failing business enterprises on the justification that important external socio-economic values at the community or regional levels are at stake. In contrast, the second option recognizes that socio-economic goals and objectives may be permitted to strongly influence, and perhaps dominate, performance evaluation and justify continued public financial support.

Explicit Accountability or Diffuse Political Accountability

In the first case, accountability to the public for decisions made, programs delivered and funds expended by governments would reside with the individual officers and agencies involved. Government officers and agencies would be accountable to the vitally affected

public for decisions made regarding the allocation and management of the supply foundations for tourism and the delivery of investment and marketing support programs. Moreover, the tourism industry would be accountable for the use of funds and materials supplied by various federal and provincial agencies under incentive or support programs.

In the second case, accountability to the public is left to the politicians at election time. As a result, accountability for individual decisions and programs is diffused and indistinguishable from the total performance of governments. This situation has characterized much of government involvement in tourism industry development in Ontario North of 50°.

This option of accountability is one of the most crucial of the operating principles dealt with in this study. It relates directly and significantly to some of the most contentious issues.

Individual and Corporate or Co-Operative Ownership

The ownership and operational structures of tourist facilities and services may reside with private individuals or corporations, or with co-operatives or band councils. Some aspects such as campgrounds may be handled municipally.

In the case of native facilities and services, the form of ownership and management is a critical factor. Experience to date with the goose camps in the Tidewater region suggests that individual ownership is the most productive. This observation may or may not have universal application across Ontario North of 50°.

Local Control or Outside Control

In the first case, the strategy would stress local resident ownership and control of the tourist facilities and services. In the second, it would remain neutral to the matter of control. In order to achieve local resident dominance in the industry, grants and loans on convenient and generous repayment terms could be utilized. In the neutral situation, equity and operating capital would be allowed, or even encouraged, to enter the region from any part of Ontario, Canada or the world on an equal footing.

Local or Outside Management and Employment

In the case of the first option, the strategy would stress local management and employment. Various training programs and hiring practices would be incorporated in the strategy to achieve local management and employment dominance. In the second case, without these inclusions, extra-regional influence could be strong and perhaps dominant. Some combination may be preferable. Provisions might be incorporated in the strategy and in the loan agreements with entrepreneurs to attain strong local influence and representation. The strategy may provide

for non-resident management to be hired on a contract or concession basis, and possibly some non-resident skilled labour in the introductory development and operating stages when a hands-on training approach for local residents is instituted. Considering the variety of situations present in Ontario North of 50°, a flexible approach may be considered desirable.

Short-Term or Long-Term Outlook

In the case of the first option, short-term maximization of business profits and socio-economic impacts would take precedence. In the case of the second, long-term, natural, social and economic benefits would dominate. The extremes of this dichotomy in operating principles are readily defined and recognized. At one end of the scale, the long-term preservation, enrichment and enhancement of the natural and cultural resources of Ontario North of 50°, representing the foundations of the tourism industry, and the retention of the established socio-economic patterns of the region would take precedence in decision-making. At the other extreme, the short-term maximization of profits and local employment and income impacts would dominate. The problem in this instance usually arises in situations where immediate income and employment opportunities are urgently required and detrimental long-term effects are difficult to define in an explicit manner. Long-term social impacts of artificially introduced attractions into Ontario North of 50° or the over-exploitation of long-term production levels of fish and game resources in order to generate immediate income and employment impacts in depressed locations are cases in point.

Related to Marketing Aspects

Market Factors or Resource Supply Factors as Priority Considerations

In the first case, market factors would be accorded priority significance in strategy formulation. Funds commensurate with the market research task would be provided at the outset, and no programs, projects or services would be designed, recommended and implemented that do not have an adequate market support foundation. Moreover, attempts to "sell" the product would commence at an early stage of facility development.

In the second case, at least the initial focus of strategy formulation would rest almost exclusively on identification and inventory of the natural and cultural resource supply foundations for tourism. Market investigations would be delayed or marketing opportunities would be assumed to be present for the developments proposed with no investigation whatsoever. The marketing of the service might not begin until the facility is completed, an approach that has characterized some of the past development of Indian facilities.

Broad or Narrow Geographic Perspective for Marketing

In the case of the first option, marketing operations would be geared to serve the broadest geographic perspective feasible considering the competitive strength of the resources present in Ontario North of 50°. In the case of the second, they would focus primarily or exclusively on the traditional Canadian and American market areas.

This choice is of major importance in that it has significant implications for the design of facilities and services. An international elite marketing outlook could require a high level of facilities and services. In the case of either option, government's marketing support efforts could be directed towards the stimulation of either the general tourist market segment or selected high expenditure segments, insofar as Ontario North of 50° is concerned.

Direct or Indirect Marketing

In the first option, marketing would depend primarily on direct selling techniques, as is now the case. In the second, marketing would seek to effectively exploit the full range of opportunities associated with the wholesale and retail agency structure across the world. In the international off-shore market areas, the use of agents is almost mandatory, whereas direct selling may remain the most effective and profitable approach for the traditional Canadian and American market areas.

PLANNING FUNCTION OPTIONS

APPROACH TO TOURISM DEVELOPMENT: PLANNED OR AD HOC

The issue of planning approach to tourism development confronts the provincial government with a fundamental and real choice. Tourism development has progressed steadily throughout Ontario North of 50° without the benefit of a comprehensive strategic plan. While several planning studies have been completed for tourism in northern Ontario in general, none have dealt with Ontario North of 50° in an effective manner. Moreover, their influence on development appears to have been negligible or non-existent. The strategic and district land use planning of the Ministry of Natural Resources provides no tourism sector plan of any type and carries no official status as a government commitment. Conceivably, this situation could be allowed to continue, with each new tourist facility development project or scheme being judged on its own merits.

Because the total geographic and development milieu in Ontario North of 50° into which tourist facility development is moving differs substantially from that of the area to the south, it may be considered desirable to adopt a comprehensive planning approach for tourism development, particularly for the area to the north of the 7th and 11th baselines and the Albany River. Here, the physical resource supply foundations and the social background for tourism development and operation are entirely different. In effect, the simple northward extension of previous approaches and methods will not suffice to maximize opportunities and needed adjustments to significant constraints. The dominant strength of the forest industry in the competition for the natural resources on which the tourism industry in Ontario North of 50° is largely dependent — as reflected by the vested position accorded to forestry in the strategic and district land use plans of the Ministry of Natural Resources, by the recent massive public investment in forest access roads, and by the introduction of the Forest Management Agreements — suggests an urgent and immediate need for a strong tourism sector planning response.

If the provincial government chooses to continue without the benefit of a comprehensive strategic tourism development plan, then further discussion has little meaning. In effect, all the options that follow are predicated on a positive response by government to the basic planning function option.

GEOGRAPHIC LIMITS: REGIONAL OR SUB-REGIONAL APPROACH

A single tourism strategic plan could be prepared for all of Ontario North of 50° or individual plans could be devised for its major regional components situated to the north and to the south of the 7th and 11th baselines and the Albany River.

In recognition of the distinct social and physical environmental differences and the strongly contrasting state of current tourism development in those areas situated to the south and north of the 7th and 11th baselines and the Albany River, it may be considered more expedient to prepare individual strategic plans for each area. The two could be done simultaneously. On the other hand, planning efforts could be concentrated initially in the northern portion of Ontario North of 50° and later extended to the southern portion. In this case, an overall plan for the study area could be forged later by integrating the two regional plans. Alternatively, it may be considered more manageable and feasible to approach strategic tourism planning for Ontario North of 50° as a whole. In this case, it would be necessary to recognize and accommodate the fundamental regional divisions previously noted within the more geographically expansive limits of the investigations, a requirement that may prove difficult to meet in an effective manner.

Government administrative organization may prove to be a decisive factor in the choice between these options. The Ministry of Tourism and Recreation may well require a plan for all of Ontario North of 50°. In the substantial portion of the area situated to the south of the 7th and 11th baselines and the Albany River, where major development has already occurred and native people's interests are of less importance, this Ministry is most suited to play lead and perhaps sole instigative and management roles. However, a plan is also required for native development to the north of the baselines and the Albany River. Here, the federal Department of Indian Affairs and Northern Development and the provincial Ministry of Natural Resources have significant contributions to make and may be better suited to assume lead roles, or at least to perform important catalytic and directional functions. At some point shortly after the completion of these plans, an overall synthesis in the form of a general overview strategy for all of Ontario North of 50° could be prepared. Presumably, this would be the responsibility of the provincial administrative organization for tourism. Clearly, this complex structure of administrative interests, concerns and responsibilities could have an important bearing on the selection of the most feasible option.

Whatever choice is ultimately made, tourism sector planning for the northern part of Ontario North of 50° appears to be required urgently, with substantial, consequential native involvement being a prerequisite for success.

TYPE OF PLANNING: SCOPE AND FUNCTION

A choice of major importance must be made with respect to the most efficient and effective type of planning required to guide tourism development in Ontario North of 50°. While there must be sufficient latitude to stimulate private initiative, there must also be an adequate element of government commitment, stability and control to protect investment over the long term. Equally important, there must be

adequate accommodation of other public and private interests competing for the resources of the environment if total production potentials are to be achieved.

Planning approaches may be classified according to scope and to function. In terms of scope, planning may be single-sectoral, or comprehensive and multi-sectoral. In terms of function, it may be strategic, management-oriented or operational. Any particular planning approach will combine elements of both scope and function.

In the case of tourism, planning may be confined to the tourism economic sector and culminate in a tourism development plan for all or parts of Ontario North of 50° that could be strategic, management-oriented or operational. Alternatively, tourism planning could proceed within the context of a comprehensive, multi-sectoral, socio-economic plan for Ontario North of 50°. Once again, in terms of function, the resulting comprehensive plan could be strategic, management-oriented or operational.

As regards planning scope, the sectoral approach is more manageable and has greater potential for the development of a pragmatic plan instrument to guide the operations of the tourism sector, from both government and private enterprise standpoints. The comprehensive socio-economic plan, however, provides a better opportunity for balancing competing demands and for attaining the full potential of compatible and symbiotic relationships. To some extent, these advantages can be attained through the integration of a tourism sector plan with a subsequently prepared comprehensive plan. Ultimately, both types of plans will probably be required if a decision for planned regional development is made.

Functional types of planning are indicated on Chart 8. While the description centres on government, private enterprise may, and frequently does, engage in strategic, management control and operational control planning.

A natural sequence of planning procedures is associated with the plan types outlined on Chart 8. Strategic planning, which is essentially policy and directional in nature, provides the frame of reference for consistent management control and operational control planning.

It is important to note, however, that management and operational planning can proceed without the benefit of a strategic plan. In fact, this is what is now transpiring insofar as any effective planning for tourism development in Ontario North of 50° exists at all. Unfortunately, this current procedure has a natural, inherent tendency to gravitate towards unrelated and frequently competing or antagonistic decisions. The absence of a strategic plan for the study area gives rise to many of the problems and issues currently associated with the tourism industry. Improvements in management and operational planning, particularly that involving the preparation of broader and longer-term plans, would be helpful but probably not sufficient.

The discussion that follows assumes the selection of the tourism sector plan and the strategic plan from among the options. It is noted, however, that a comprehensive socio-economic plan approach for the study area probably would be strategic in nature, in which case the discussion that follows would be applicable in a general manner.

REQUIREMENTS FOR AN EFFECTIVE STRATEGIC PLAN

At this point, it is useful to review briefly the attributes of an effective action-oriented strategic plan. These attributes should be considered in the discussion and final selection of options by government and the tourism industry in Ontario North of 50°.

Supply and demand potentials and constraints must be clearly enumerated and accommodated in a bold and imaginative manner.

The degree of comprehensiveness and complexity must approximate, but not exceed, the financial, skill and experience levels of both local government and the private investment, management and employment community involved. In effect, the strategy must challenge but not transcend the limits of available human and financial resources. This requirement is of major importance for tourist facility development by native people in Ontario North of 50°.

There must be a clear statement of priorities and a practical time schedule for program implementation in order to provide a necessary focus and sequence for the application of limited resources. Without the benefit of enormous financial and professional resources, it would be difficult, if not impossible, to proceed simultaneously across a wide front and keep local resident populations properly informed.

Action requirements must be concrete enough and the language employed precise enough to ensure that implementation performance measures can be readily applied. Broad and vague statements that are difficult to interpret generally lack the degree of conviction and commitment required to generate an action response. Moreover, the interpretation of vagaries often dissipates energies and leads to unproductive wrangling. Pilot projects that remove concepts from the realm of endless and futile discussion to concrete action can be a useful device.

Provision should be made for an interdisciplinary approach involving professionals in natural and cultural resource management, tourism development and socio-economic impact matters.

Options must be administratively simple despite the complexity of the interest groups involved.

CHART 8

TYPES OF PLANS

Type	Description
Strategic	Strategic planning defines the longer-term goals and objectives of government, together with the procedures and resources of government that will be employed to achieve them. The plans can be considered as comprehensive statements of values and implemental intent respecting the acquisition, maintenance, disposition, regulation and development of public physical, financial and administrative resources and anticipated private investment response.
Management Control	Management control planning ensures that the physical, financial and management resources of government necessary to execute the strategic plan are available. These are medium-range plans. To a large extent, the so-called strategic and district land use plans of the Ministry of Natural Resources are management control oriented.
Operational Control	Operational control planning ensures that specific, development support tasks are carried out and the services planned are delivered by government agencies. At the present time, the effectiveness and efficiency of government operations are monitored at this level through the budget process.

SUBSTANTIVE COMPONENTS OF A STRATEGIC PLAN

In order to provide additional appreciation of the nature of the strategic plan type option, a summary of the substantive substrategy components is presented in Chart 9. In the introductory section dealing with the classification of concepts and terminology, the topic was approached in a general manner. Options for realistic goals, objectives and operating principles have been reviewed in detail. Attention is now directed to the physical development, marketing, economic-financial and administrative component substrategies.

The strategic plan must be specific in terms of content, spatial dimension and timing. In effect, it must indicate what, how much, where and when in relation to development, marketing, financing and administration. Only in this manner can dynamic positive action, accountability and performance evaluation (efficiency and effectiveness) be attained. Accountability and performance evaluation are essential requirements, as evidenced repeatedly by the past performance of native tourist enterprises in Ontario North of 50°.

Once completed and officially approved, the strategic plan will constitute a frame of reference to guide government and private entrepreneurial decision-making with respect to individual project developments. The plan will help government agencies to assess the appropriateness of specific proposed developments and private enterprise to anticipate the financial, marketing and administrative support that will likely be made available. The strategic plan would function as a true policy instrument providing a basis for consistency in decisions by government and private enterprise.

PLANNING OPTIONS FOR INDIAN FACILITY DEVELOPMENT

Planning options for that part of Ontario North of 50° situated to the north of the 7th and 11th baselines and the Albany River call for a choice between an ad hoc, individual project approach and an integrated, phased, sectoral strategy stressing the potentials of settlements and their hinterlands for tourism development. From the viewpoint of planning administration, a choice must be made from among a unilateral government or Indian organization, a tripartite arrangement, or an Indian tourism sector program committee.

The formulation and discussion of these options presupposes a government decision to proceed with the planned development of Indian tourist facilities in the remote northern parts of Ontario North of 50° on the basis of a strategy designed specifically for these purposes. However, the discussion also has considerable relevance for the consideration of Indian facility development as part of a more comprehensive form of tourism planning involving both Indian and non-Indian elements in the sector.

From the standpoint of administrative organizational strategy, several strategies can be devised as summarized in Chart 10. Taken in total, they form an obvious integrated sequence.

CHART 9

COMPONENTS OF A STRATEGIC PLAN

I DEFINITION OF GOALS FOR THE TOURISM SECTOR

II DEFINITION OF OBJECTIVES FOR THE TOURISM SECTOR

III IMPLEMENTAL STRATEGY FOR THE ATTAINMENT OF GOALS AND OBJECTIVES

1. Statement of Operating Principles

2. Physical Development Strategy

The physical development strategy defines the segments of the tourist plant in terms of type, quantity, general location and basic hierarchical organization. These segments may include:

a) Sport Camp Facilities

Angling Camps
Goose Camps
Game Hunting Camps
Composite Camps

b) Wilderness Travel Facilities

Summer Season Operations
Winter Season Operations

c) Community Landscape Tour Facilities

Accommodation
Food
Community Events

d) Hierarchical Area and Community Organizational Structure

In this structure the tourist facilities and services are functionally linked into an integrated development and operational system. Within the system, a number of elements or components would be recognized as indicated in the following outline, which is intended solely to provide elucidation of the concept.

CHART 9 (continued)

Broad Tourist Regions:

These are functionally defined in terms of natural and cultural attractions, accessibility and market factors. This group of regions in Ontario North of 50° might include remote interior angling, hunting and wilderness, canoe and snowmobile travel regions, the Tidewater goose hunting and Indian settlement region, the southwest road-accessible resort area.

Gateway Entrance Points:

These are points served by major scheduled airlines linked to international carrier routes, and nodal points for transcontinental highways providing access to Ontario North of 50° in general (eg., Timmins, Thunder Bay, Winnipeg).

Regional Service Centres:

These are centres for the broad tourist regions in which a complete set of accommodation, food, retail, banking, automobile and charter plane services are available (eg., Sioux Lookout, Red Lake).

Destination Communities:

These are communities from which the exploitation of surrounding hunting, fishing and wilderness experience travel is organized and contain sufficient facilities and attractions to function as an extended stop-over point, or in some cases as a final destination, in a landscape tour of communities in Ontario North of 50° by plane, boat or road. In the southwestern part of Ontario north of 50° they may function as local service centres for cottage and resort development.

Stop-Over Communities:

These are communities with sufficient attractions and services to hold landscape tourists for a brief time en route to destination communities (eg., Fort Albany, Fort Hope).

CHART 9 (continued)

3. **Marketing Strategy**

The marketing strategy defines the various dimensions of the market and the programs for its development, for example:

a) Target Areas

These are identified geographically and by socio-economic groupings (southern Ontario-Metropolitan Toronto, Hamilton; border states and cities - Cleveland, Detroit, Chicago, Milwaukee; New England states; Germany).

b) Estimated Volume Utilization Targets

These are expressed, for example, as XOOO sportsmen per region or YOO per facility

c) Promotional and Advertising Operations

These include media identification, sport shows, etc.

d) Development of Package Tours and Concept Testing

e) Assignment of Responsibilities

Responsibilities are assigned in terms of government (federal, provincial), wholesale and retail components of the travel marketing organization.

4. **Economic/Financial Strategy**

In this strategy a number of items are carefully treated, including:

a) Capital and Operation Costs

b) Revenue Estimates

c) Sources of Funding

d) Performance Expectations/Viability

e) Economic Impacts (Employment and Income)

CHART 9 (continued)

5. **Administrative Strategy**

In this strategy, the responsibility centres and their required response are clearly identified with respect to:

a) Physical Tourist Plant

This includes development, operation, maintenance, financing, and marketing.

b) Support Infrastructure

This includes maintenance and allocation of the natural and cultural resource supply foundations, transportation facilities, management and employee training programs.

c) Progress Review

This is particularly important in the initial stages of implementation.

Several possible types or levels of planning having distinct objectives and spatial or areal coverage are indicated in Chart 10. Type I involves general resource inventory procedures, market evaluation and development strategy planning covering all of Ontario North of 50°. The present investigations by the Royal Commission on the Northern Environment would provide an important information contribution to a study of this type. More detailed Type I investigations could be completed at the Indian Project Development Area (PDA) level. Type II planning involves the identification and feasibility analysis of the range of tourism development opportunities available to an Indian reserve or settlement. It may be undertaken with or without the broad supporting background information provided by a Type I study. The focus here is on the identification of specific tourism development opportunities in the immediate vicinity of the reserve or settlement that serves as the logistical or organizational centre for development and represents the primary socio-economic impact area. Feasibility evaluation or analysis is a distinguishing feature of this level of planning. Finally, Type III planning entails detailed planning at the individual project development level in which viability investigations become of major consequence.

CHART 10

ALTERNATIVE ADMINISTRATIVE STRATEGIES FOR VARIOUS LEVELS OF INDIAN TOURISM DEVELOPMENT PLANNING

Administrative Organizational Strategies	Type or Level of Tourism Planning			
	I Resource Inventory, Market Evaluation and Development Planning		II Tourism Development Planning and Feasibility Analysis For Reserves and Settlements	III Project Planning and Viability Analysis
	For Ontario North of 50°	For Indian Project Development Areas		
Unilateral or Joint: Federal or Provincial Agencies (DIAND, MNR, MTC)	Inappropriate, but plan output almost assured			Productive but not appropriate
Unilateral Indian: Treaty No. 3, Treaty No. 9, PDA's	Appropriate, but plan output dubious			Not applicable
Indian Camp Operators	Inappropriate			Best suited
Tripartite Arrangements: Federal, Provincial and Indian Involvement	Conceptually appropriate and attractive, but limited success to date with this organizational structure			Not applicable
Indian Tourism Sector Program Committee	Conceptually appropriate and successful in case of wild rice production and marketing planning; a modified form of tripartite; appears most promising			Not applicable



Plate 4: Successful goose hunt, Kapiskau Camp. (Source: Ministry of Tourism and Recreation.)

Unilateral planning by or under contract to federal and provincial government agencies, including the federal Department of Indian Affairs and Northern Development or the Ontario Ministries of Natural Resources and Tourism and Recreation, is considered inappropriate in that it would impose externally developed strategies and projects on native people. Essentially, these people would be placed in a position of reacting and responding to a *fait accompli*. Their involvement would tend to be limited to the contribution of information to the inventory process. However, this approach will virtually guarantee a plan output within a shorter time span and at lower costs than other approaches noted below. Unfortunately, its external authoritarian character and its detrimental impacts on overall Indian socio-economic development would render it inappropriate for Ontario North of 50°.

A unilateral Indian approach to any of the above levels or types of planning would represent an alternative with considerable appeal. At the individual project or Type III level, where the objectives and investigative process are relatively specific and contained, it would have considerable merit and deserves support. This would be especially true when an experienced Indian tourist entrepreneur is concerned with facility expansion, upgrading or some facet of horizontal or vertical integration. In this case, the Indian operator, using funds obtained from the profits of existing facility operations and possibly augmented by other sources of capital, should be able to undertake business planning, either on his own or using consultant services.

In Level I planning, involving broad area inventories of development potential and markets and culminating in strategy and facility system planning for Ontario North of 50°, responsibility might be assumed by organizations such as Treaty No. 3 or Treaty No. 9, or by the Project Development Areas, their economic development creations. Funds might be made available through private sources, but would more likely be provided by federal or provincial government agencies, particularly the Department of Indian Affairs and Northern Development or the Ministries of Tourism and Recreation, Northern Affairs or Natural Resources, acting individually or jointly. It would be desirable to have the work undertaken directly by Indian people, with or without consultant services.

The former course of action would likely flounder due to lack of experience in the tourism resource inventory and planning fields, particularly the market dimensions. Recourse might be made to government expertise to fill gaps, and the use of consultant services would undoubtedly yield a plan output. However, the Indians would probably not gain useful knowledge and experience from the process or maintain any real control over the various stages of inventory and planning. In effect, the limitations of the unilateral government agency approach would likely be present, the client relationship only having changed from government to Indian.

The tripartite approach to planning, particularly at the broad area systems levels for economic sectors, is conceptually attractive, for it recognizes and forges an effective operational link between the major interest groups. The local Indian population can be involved as the situation warrants, through political/administrative groupings such as Treaty No. 3 or Treaty No. 9, Project Development Areas such as Kayahna or the James Bay Tribal Council, or individual settlements such as Fort Hope or Fort Albany and their surrounding areas, or as individual entrepreneurs. All can be brought directly, significantly and continuously into the planning process from its introductory conceptual stages to final plan preparation and acceptance. Responsibility of the federal Department of Indian Affairs and Northern Development for the stimulation of Indian socio-economic development is recognized, extensive available planning expertise in the agency is effectively tapped, and the way is cleared for funding, probably at the 100 per cent level. Similarly, the mandate of the Ministry of Natural Resources for the management and allocation of the natural resource supply foundations for tourism in Ontario North of 50° and that of the Ministry of Tourism and Recreation for tourism development across the province are acknowledged and desirable access to a wide range of scientific expertise is secured.

Unfortunately, there are problems associated with the tripartite approach, which has not yet proved to be as productive as hoped. Part of the difficulty may be associated with the decision-making process at the general Treaty or Project Development Area administrative level. It must be acknowledged that there remains considerable uncertainty regarding the most productive means for optimizing the theoretical

advantages of the tripartite concept in the tourism sector. In brief, it would carry tourism planning into an uncharted frontier, something that generates both challenge and apprehension.

In a modified form embodying the concept of an Indian Tourism Sector Program Committee, the tripartite approach may prove productive in broad tourism sector planning for Ontario North of 50°. The economic sector committee approach has proved useful in the case of the wild rice study for all Ontario.

Indian people involved in tourism in Ontario can be divided into two main groups. One consists of the resort and recreation facility operators concerned with cottage subdivisions, marinas, campgrounds, ski slopes and special bird hunting areas. The developments of this group are located mainly in southern Ontario and well to the south of Ontario North of 50°. The second consists of the wilderness hunting and angling camp and guided tour operators, focused largely in Ontario North of 50°. Around this group, a tourism sectoral program committee could be formed to administer a tourism planning study.

In this approach, a committee made up of Indian tourist facility operators in Ontario North of 50° would initiate and control the conduct of the strategic plan study that would be funded, and to a degree co-ordinated by, the federal Department of Indian Affairs and Northern Development and the provincial Ministries of Tourism and Recreation and Natural Resources. The actual work might be executed by private consultants with substantial Indian involvement. This approach imposes initiating and controlling responsibilities on Indian tourist operators, as was the case in the 1976 study of Northern Ontario outfitting operations carried out under the direction of the Northern Ontario Tourist Outfitters Association (NOTO) with funding by the Ontario Ministry of Northern Affairs.

Under the direction of such a committee, a strategy or plan would be prepared and submitted to the Indian communities for discussion, modification and approval in principle. It would then represent an integral component of the total framework of strategic development plans of the Ministry of Tourism and Recreation. It would be submitted to the Ministry of Natural Resources for approval and integration into its resource management and allocation processes. In effect, it would provide definitive input into the strategic and district land use planning of that Ministry and the broader policy formulation of the Ministry of Northern Affairs. It would also be submitted to the Department of Indian Affairs and Northern Development for approval and thereafter serve as a substantive frame of reference for consistent funding of tourism projects under the Indian Economic Development Program.

This approach has merit and deserves further careful, detailed consideration. If executed with forethought, it would offer many of the advantages of the tripartite approach and circumvent many of its pitfalls. Primary control of development planning would rest with the Indian tourism entrepreneurial sector, where it rightly belongs. The

hassle and indecision that have often characterized the tripartite process to date would be avoided. The communities would have ample opportunity for review and input, as would the government agencies directly involved. The expertise of the latter in planning, resource and marketing matters could be tapped to the extent considered desirable by the Indian Tourism Program Committee.

In conclusion, the approach requires considerable forethought as a possible vehicle to maximize potential tourism development benefits to Indian people. However, much more is involved than the automatic placement of direct control of the study in the hands of a committee of Indian tourist operators.

CREATION OF AN INDIAN TOURIST OUTFITTERS' ASSOCIATION

The formation of a province-wide Indian Tourist Outfitters Association, modelled wholly or in part after the national tourist outfitters group established in Winnipeg in late 1981, is now under discussion in the Department of Indian Affairs and Northern Development and among some Indian operators. From a geographic perspective, there are two possible approaches to the establishment of an association of this type. A province-wide organization could be set up. Local interests and requirements might be accommodated under this approach through the creation of area or regional chapters such as northern and southern Ontario or Ontario North of 50°. Particular sectoral interests, such as winter resorts, fishing and hunting camps, boats and marinas, or summer resorts and cottages, could be satisfied through committee organization. Alternatively, a number of regional groups could be established initially and subsequently federated into a provincial and even a national Indian association.

There are distinct advantages to the latter approach. Frequently, it can be initiated more quickly and its continuing administrative requirements are usually less onerous. More important, each region tends to display a readily recognizable set of mutual interests, concerns, problems and issues arising from a similarity of facilities, marketing procedures and environmental relationships. This facilitates organization, cohesion, membership recruitment and the generation of dynamic and effective programs having a broad base of support.

Given the foregoing advantages and the fact that Indian owned and operated tourism development in Ontario North of 50° is currently confronted with a unique and pressing set of social, economic and natural environmental relationships, a separate Indian tourism association should be set up for this area without delay. This would be one of the most vital elements associated with the creation of an effective institutional administrative strategy. However, if it is felt on balance that a northern Ontario or even a province-wide association is preferable, then an area chapter or an area committee of the larger geographic units could be created.

The tasks of the association can be broadly defined as follows:

To adequately represent, reflect and protect the interests of the membership in the decision-making processes for resource allocation and management in Ontario North of 50°. At the moment, this is probably the most vital challenge facing such an association;

To influence federal and provincial tourism advertising and promotion in order to secure a favourable image for Indian tourism developments North of 50° and to develop an aggressive unified marketing strategy with sufficient flexibility for individual initiative;

To influence government funding programs for tourism development in the interest of the needs of Indian operators in Ontario North of 50°;

To support, and at times to generate, adequate supply and demand research to ensure a sustained viable industry having maximum beneficial investment, employment and income impacts for Indian operators and workers. In this regard, the association could support the undertaking of a general research and development planning program.

MARKETING FUNCTION OPTIONS

Reference has been made to marketing in the discussion of options for operating principles and the strategic planning function. At this point, options for the marketing function of the implemental strategy for tourism development in Ontario North of 50° are examined more specifically and in somewhat greater detail.

By way of introducing this topic, the essence of the earlier commentary on marketing options and requirements is briefly summarized.

Under Operating Principles

Marketing aspects will be accorded equivalence to, and in some cases priority over, supply factors in implemental strategy formulation or the consideration of marketing will be delayed until the physical development plans are prepared.

Marketing operations will assume the broadest geographic perspective commensurate with the physical resource potentials of Ontario North of 50° or they will focus essentially on traditional Canadian and American markets.

Marketing may utilize the full range of the wholesale and retail trade structure or concentrate on direct selling practices.

Under the Strategic Planning Function

The market and programs for its development, including the definition of target areas, use volume targets, promotion and advertising procedures and the assignment of responsibilities, would be defined.

The discussion that follows is launched from this background. However, the additional marketing strategy options presented involve new and somewhat unrelated concepts.

CONTINUATION OF CURRENT MARKETING ARRANGEMENTS OR INTRODUCTION OF NEW INSTITUTIONAL STRUCTURES AND PROCEDURES

In the first option, current institutional arrangements would tend to persist. In the second option, the marketing strategy would require new institutional arrangements and procedures designed to obtain an integrated and co-ordinated promotion and advertising program involving the facility operators, federal and provincial government agencies, wholesalers, retailers and carriers.

Currently, there is a generally recognized division of responsibilities in marketing. Direct selling of individual facilities and attractions is essentially the task of the individual entrepreneur. Native and non-native enterprises are active in this respect. The individual self-administered regional tourism associations, whose activities are financially supported by the province to a considerable extent, advertise and promote their areas. Ontario North of 50° falls within the geographic limits of some of these associations.

Recently the Ontario Ministry of Northern Affairs has assisted the regional tourism associations and private resort and facility operators in promotional efforts at the Sportsmen's Show in Toronto. Under provisions of the recent federal/provincial Northern Ontario Rural Development Agreement, financial aid has been provided to private operators for the preparation of literature and attendance at sports shows in the United States.

The provincial Ministry of Tourism and Recreation conducts advertising and promotion in the general market areas of Ontario and other Canadian provinces and also, to a considerable extent, in foreign markets, especially the United States. The focus is on Ontario as a tourist destination area and on its various component regions. The advertising and promotional efforts of Travel Canada are directed to the internal Canadian travel market as a whole and to foreign markets in particular. Recently, responsibility for the promotion of the foreign tourist markets has been transferred to the Department of External Affairs.

In the preparation of a marketing strategy, the foregoing institutional arrangements may be considered adequate. Attention would be focused primarily on the attainment of increased coverage for Ontario North of 50° in the advertising and promotion programs and perhaps the attainment of a stronger influence in the affairs of the local tourism associations.

In contrast, the marketing strategy may call for the creation of a new regional travel association or a special Indian travel association for Ontario North of 50°. In addition, a specially designed advertising and promotion program that effectively co-ordinates the efforts of the private entrepreneur, the federal and provincial advertising and promotion agencies, the wholesale and retail tour operators and the regional and international air carriers may be advocated. This latter option could be particularly attractive in the initial stages of strategy implementation and the opening of foreign off-continent markets.

INDIVIDUAL OR GROUP COST-SHARING ARRANGEMENTS

Individual or group cost-sharing arrangements between private entrepreneurs, government and carriers may be formulated for tourism development in Ontario North of 50°, especially in the initial operational stages, and particularly with respect to Indian-owned

facilities. Considerable effort has been made in this direction in recent years, as exemplified by provisions in the Northern Ontario Rural Development Agreement for cost-sharing of advertising and promotion in traditional markets. Funds are provided by the federal Department of Indian Affairs and Northern Development for similar activities by Indian sport camp operators. A promotional strip film was produced by the Ministry of Natural Resources for goose camps. Air Canada has co-operated with some individual operators in exploiting the German market. Continued financial support by government may be envisaged in the strategy, at least in the initial stages, particularly on a broad co-ordinated basis. Alternatively, these costs may be considered a responsibility of the private operators, carriers and travel trade structure.

Volume

2

TOURISM DEVELOPMENT IN ONTARIO NORTH OF 50

Volume Two

TOURIST FACILITY DEVELOPMENT

the ROYAL COMMISSION on the NORTHERN ENVIRONMENT

TOURISM DEVELOPMENT
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Tourist Facility Development

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From the Office of
the Commissioner

PREFACE

Relationship of Tourism to the Commission's Mandate

The mandate of the Royal Commission on the Northern Environment directs me to make recommendations concerning both the manner in which the development of major enterprises takes place in Ontario North of 50° and the means whereby decisions to undertake such enterprises are reached. Hence this Commission's program has been governed by my two overriding concerns. One is to find ways of ensuring that development, when it occurs, proceeds in an orderly fashion, working in concert with and not at the expense of the environment. The other is to explore various means of ensuring that northerners are involved effectively in decision-making on issues that affect them.

I regard tourism as a major enterprise having far-reaching implications for social and economic development, resource allocation and management, and environmental protection in all parts of Ontario North of 50°. And, for several reasons, I consider it to be a particularly appropriate enterprise for native people living in communities beyond the reach of the present network of all-season roads. The tourism sector clearly offers attractive opportunities for new development in the far north, with prospects for generating substantial income and employment for the people living there as well as benefits to the province as a whole. Tourist activities consume resources but need not deplete the basic stock of renewable biological resources on which they mainly depend provided that these resources are managed according to sound sustained-yield practices. Moreover, I am convinced that implementation of multiple-use resource allocation and management principles would permit tourist operations to co-exist over the long term with traditional, community-based trapping, hunting and fishing activities.

Native people and others living in Ontario North of 50° are understandably apprehensive that tourism could develop without adequate sensitivity to their circumstances and interests — that most of the economic benefits would leak outside the region while the adverse social and cultural impacts would be borne within it.

This must not happen, and need not. I believe that the kind of development that does occur must take advantage of the residents' existing economic and cultural relationships with their natural environment, secure a flow of benefits into their communities, and involve them fully in all aspects of planning, decision-making and facility operation.

Objectives and Scope of the Study

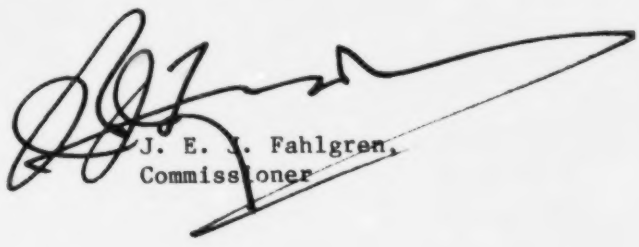
The Commission undertook this study of tourism prospects for Ontario North of 50° in order to obtain an assessment of the opportunities available, a set of realistic alternatives for tourism development, and a view of tourism's place in the spectrum of competing demands for the region's natural resources.

Since specialized wilderness resource-based tourism, encompassing hunting, angling, camping and travel, is clearly the most appropriate type for the greater part of Ontario North of 50°, the Commission's terms of reference for the study accorded it priority. Issues of general tourism and outdoor recreation were to be dealt with also, but only to the extent that they are manifest north of 50° or are likely to impinge on wilderness tourism there.

Implications for Further Action

The production of a development plan for the tourism sector is sorely needed but beyond the scope of my Commission. However, I am pleased to find that the study has an essentially practical orientation that will help others to draw up proposals that can be implemented, since it evaluates alternative policies and strategies for the allocation and management of renewable and terrain resources, for tourist market exploitation, for investment in tourist facilities and maintenance and management of them, and for attainment of local income and employment impact.

This study forms a crucial part of this Commission's research. I am relying on its findings, as well as on public submissions on tourism matters, in formulating my final recommendations. The reports on various aspects of tourism development will undoubtedly prove useful to those having responsibilities for planning and decision-making in the tourism field and can serve as a major source of information for participation by interest groups and the public generally in the planning and decision-making processes.



J. E. J. Fahlgren,
Commissioner

ACKNOWLEDGEMENTS

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This publication has been prepared for the Royal Commission on the Northern Environment. However, no opinions, positions or recommendations expressed herein should be attributed to the Commission: they are those solely of the author.

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TOURIST FACILITY DEVELOPMENT

INTRODUCTION

TERMS OF REFERENCE AND SCOPE

This volume on *Tourist Facility Development* is one of a set of five presenting the results of the study of *Tourism Development in Ontario North of 50°* undertaken for the Royal Commission on the Northern Environment. The terms of reference for the study established three main objectives:

1) to assess the magnitude and socio-economic significance of development opportunities for wilderness-based tourism in the region;

2) to design a set of alternative policies and strategies to ensure that prospective local entrepreneurs are placed in a position to effectively exploit and benefit from these opportunities; and

3) to evaluate the future role of tourism within the context of increasing general development pressures and their associated economic, social and natural environmental consequences for people and resource uses in the region.

The terms of reference further stipulated that this study should focus primarily on wilderness-based tourism, while according treatment to resort and family oriented tourism and outdoor recreation only to the extent that they are manifest north of 50° or likely to impinge on wilderness tourism in the region. Moreover, the Commission considered wilderness tourism to be a particularly appropriate enterprise for native people occupying the greater part of Ontario North of 50°, that area lying beyond the reach of the present network of all-season roads. For these reasons, the primary focus of this volume is on the opportunities and constraints associated with the development of native-owned or native-operated facilities based on use of the wilderness resource potentials of the region.

ORGANIZATION AND FORMAT

Four of the five volumes, including this one, present detailed technical information and evaluations for four components of the tourism field: the climatic resource foundations, the heritage resource foundations, transportation infrastructure, and tourist facility development. The fifth volume, *Issues and Policy Options*, summarizes the main issues confronting the development of tourism in Ontario North of 50° and identifies and evaluates the range of policy and strategy alternatives for resolving them. It represents a synthesis of the perspectives and insights gained during the course of the research.

The four detailed technical reports on components of the tourism field have a common four-part format. The first part, *Pattern*, describes and evaluates each component in relation to tourism development, adopting historic, current and future time perspectives as appropriate.

The second part, *Major Implications for Tourism Planning Development and Operation*, examines the implications of pattern in terms of opportunities and constraints facing government agencies, private entrepreneurs and researchers involved in investment and management planning and development and operational decision-making in the particular component of the tourism field under consideration.

The discussion in the third part, *Issues*, can serve as a basis for informed decision-making regarding the component and constitutes input for the volume on *Issues and Policy Options*.

The fourth part, *Support Documentation*, consists of three main sections. The first, *Related Agencies, Programs, and Information Output*, discusses the activities of agencies having functions related to the component and their interface with the tourism sector, and thereby provides useful information for those involved in the planning, development and operation of tourist facilities, particularly native communities and private entrepreneurs who may not be familiar with the research and decision-making structures of government for the component. The second, *Contacts Made in Course of Study*, lists the people who have contributed in an important way to this study and who may be useful to others in the future. The third, *References*, identifies the documents that were consulted during the course of the study.

PART ONE

PATTERN

PART ONE

PATTERN

ORGANIZATION

As a prelude to the detailed discussion of tourist facility patterns, attention is directed to a general classification of the tourist facilities in Ontario North of 50°. Some broad perspectives on the historical evolution of these facilities in the study area are then presented. Both discussions are intended primarily to provide background information and orientation.

Five major themes of tourist facility development and operation are then examined. Included are the geographic distribution and scale of the plant, marketing patterns, business performance, economic impacts and social impacts. Several aspects of major consequence in the setting of the focus of the work and the format for presentation require note.

With the exception of the treatment of social impacts, which is cursory in nature for reasons noted subsequently, the discussion of each theme opens with an evaluation of patterns across all northern Ontario. Attention is then shifted to the non-native owned and operated plant largely located in the highway- and road-accessible southwestern parts of Ontario North of 50°. Finally, the native owned and operated facilities are examined in detail. The broad geographic frame adopted in the initial treatment of the themes provides an appreciation of spatial relationships and the significance of the implications and issues in the more remote northern parts of the study area.

In the discussion of native owned and/or operated facilities, the goose camps in the Tidewater region are treated separately from sport fishing and hunting camps in the Shield portion of the study area. To a degree, this is a reflection of the availability of central data sources which are usually more extensive in the case of the former. To some extent, however, it is in response to basic differences in the nature of the operations, particularly in the length of their operating season.

CLASSIFICATION AND EVOLUTION OF FACILITIES

A GENERAL CLASSIFICATION OF THE ACCOMMODATION AND SPORT CAMP FACILITIES

As indicated in Chart 1, the many kinds of travel/tourist facilities in Ontario North of 50° may be grouped under three broad categories on the basis of their geographic focus. The clustering within the larger urban centres of Red Lake, Sioux Lookout, Pickle Lake and Moosonee is recognized in Category I. All these centres enjoy regularly scheduled air services and all are accessible by highway with the exception of Moosonee which has only rail connections.

Category II, dependent on highway or road access to angling, boating and canoeing waters, hunting terrain, scenic landscapes and, to a limited extent, bathing and beaching opportunities, is strongly evidenced in the southwestern portions of Ontario North of 50°. Here some small communities in the midst of road- and highway-accessible lake and river resources assume many of the resort characteristics more strongly in evidence in summer tourist centres of southern Ontario.

Category III includes facilities focused on remote lakes and rivers possessing excellent fishing and hunting potentials, often in scenic landscape settings, accessible only by air and/or boat travel. Native owned and operated facilities in the study area are associated mainly with Category III.

Among the facility types, the standard hotel, motel, cottage/cabin and campground facilities associated with Categories I and II need no extensive comment. However, the terms *base camp* and *outpost camp* require clarification.

Base camps are substantial in nature and consist of a group of accommodation cottages or cabins, with or without housekeeping facilities. Some have a central lodge with a dining hall, lounge facilities and saunas. Some are composite operations that include gasoline and grocery supply outlets in addition to accommodation. Substantial investment is frequently involved. Base camps may be located along or at the terminus of roads and highways or accessible only by air and/or boat travel.

Outpost camps are based on annually renewable land use permits granted by the district offices of the Ministry of Natural Resources (MNR). They consist of one or two cabins of log or plywood construction equipped with bunks and light housekeeping facilities. Many moose hunting camps are tent or tent frame facilities that are taken down at the conclusion of each season.

CHART 1

A GENERAL LOCATION, TYPE, FUNCTION AND MARKET CLASSIFICATION FOR TRAVEL, TOURIST AND ACCOMMODATION FACILITIES IN ONTARIO NORTH OF 50°

Locational Focus	Facility Types	Function	Market
Category I			
Larger Urban Centres			1. Travellers
Red Lake, Sioux Lookout, Pickle Lake, Moosonee. Regular scheduled air services together with road and/or rail access. All offer a reasonably complete range of services.	Hotels Motels	Transient or short-term stay accommodation, food, beverage, entertainment; plant is open all year	a) Primary Business, government, social service b) Secondary Sportsmen in transit to and from camps, holiday landscape tourists
			2. Local Community Dining, entertainment, social functions Generally little or no accommodation needs
Category II			
Small Communities	Base	Destination Area	1. Vacationer
Road and highway locations centred in, or with access to, attractive natural resources	Motels Cabins Cottages Campgrounds	Accommodation, food, beverage, equipment rental, supply provisioning (boats, motors, gas, oil, groceries). Vacationer market is critical.	a) Primary Anglers and to a lesser degree hunters 7-10 days b) Secondary Multi-activity family holiday, one week or more stay
		Transient Facilities Accommodation, food, beverage. Traveller market is critical.	2. Travellers a) Businessmen b) Landscape tourists
		Most of destination and transient facilities are closed in winter	3. Local Community Limited importance

CHART 1 Continued

Locational Focus	Facility Types	Function	Market
Category III			
Natural Resource Attractions In Remote Locations	Base	Destination Area	
Accessible only by air and/or boat travel	Angling and Hunting Camps	Accommodation, food/beverage; supply shells, tackle, confectionery, guides. Operate only in summer	Sportsmen (anglers, hunters) 7-10 days or more
	Outpost	Destination Area	
	Angling and Hunting Camps	Accommodation; may or may not provide food, beverages, supplies or guides. Guests often rely on own resources. Operate only in summer.	Sportsmen (anglers, hunters) 3-7 days

There is considerable fluidity in the pattern of outpost camps. They may be relinquished if the angling or hunting potentials decline, and permits for new sites may be obtained. They may be sold or traded to other operators, and there is no limit to the number that an operator may hold. Permits are granted for a particular site on the basis of the sustainable harvest of fish and game present. This determines whether a site can be used at all and the scale of the camp permitted. Tent camp locations vary from year to year depending on the availability of game. Permits are frequently obtained in late summer or early fall after game concentrations have been spotted during flights to outpost camps in the angling season.

A base camp or base accommodation facility is required before land use permits will be issued for one or more outpost camps. The air base of a charter aircraft company is considered to be sufficient for this requirement, whether accommodation is provided or not. Many cabin/accommodation enterprises in highway locations and settlements hold

land use permits for outpost camps and hence are designated as base camps in the records of MNR and the Ministry of Tourism and Recreation (MTR). To reduce the complexity of the situation to manageable proportions, all facilities have been designated as base or outpost camps. Base camps may or may not have outpost facilities. This explains the pattern displayed in the locational column of the table in the Appendix.

In preparing the Appendix, the most appropriate designation for native angling and hunting sport camp developments presented some difficulties, and considerable subjectivity was involved in final choices. Native angling and hunting camps are generally referred to as outpost camps largely because of their remote locations and small scale of development. Some, however, offer a range and quality of facilities that clearly warrant their designation as base camps. The Bug River Camp operated by the Big Trout Lake Band is a case in point. The goose hunting camps of the Tidewater region are frequently of a scale that clearly warrants classification as base camps. This is invariably the case for those constructed under the federal-provincial Resources Development Agreement. Others are modest cabin or tent camp facilities that are more akin to outposts. In this study, the problem was circumvented by simply mapping and classifying goose camps as cabin or tent camp facilities.

The function and market differentiations of the classification are noteworthy. In the larger urban centres, the hotels and motels that form the backbone of the accommodation plant provide short-term accommodations, food, beverage, and entertainment to the business, government and social service transient travel market. The restaurant, beverage and entertainment demands of the local community represent a critical component of revenue patterns. Holiday landscape tourists and sportsmen in transit to and from sport camps can be a significant factor in some cases, but they rarely represent the basic market on which business survival is dependent. Most of the plant operates on an all-year basis.

In Ontario North of 50°, the motel, cabin, cottage and campground accommodation plant under Category II is most strongly represented along Highway 105 between the Camp Robinson Road and Red Lake and at points on Highways 72 and 599. It functions primarily as a destination area facility designed to meet the requirements of the vacationing angler and hunter for accommodation, food, beverage and supply provisioning. Light housekeeping facilities are an important requirement as a large percentage of the market seeks to reduce costs associated with the purchase of prepared meals at lodges and restaurants. Two features relevant for this plant in Ontario North of 50° require note. First, the transient landscape tourist, moving about the region by automobile, or on package bus tours, is of limited concern in the overall market pattern. This contrasts sharply with the situation along major automobile travel arteries to the south. Secondly, the multi-activity family holiday market is growing in importance in those locations where the climate is suitable for water-based activities and the angling and

hunting potentials are in decline. Business travel and local community activity are decidedly of secondary consequence in all seasons. Particularly in the winter months the bulk of the plant is closed and many operators leave the site.

The remote base and outpost fishing and hunting camps under Category III currently operate only in the spring, summer and fall and are entirely destination area oriented. They represent a significant component of the total travel plant in Ontario North of 50°, and virtually the sole element to the north of the highway and road network. A few hotel/motel accommodation plants in the Indian settlements of Fort Hope, Fort Albany and Attawapiskat noted later in this report represent the sole exception to this generalization.

There are about a half dozen cruise ship operations on Lake Nipigon, based on the southeast shore in the Macdiarmid/Orient Bay area of Highway 11, that offer hunting and angling trips. Some penetrate the waters to the north of the 50th parallel. This group of unique or specialized operations was not accommodated in the classification or investigated in this study. Included in the group are the following:

- Karl's Cruiser Service
- McCollum's Reflection Lake Cottages and Cruiser Services - eight cottages
- Laurie's Resort and Cruiser Service - six cabins
- Lake Nipigon Cruiser Service
- Virgin Island Cruiser Service
- Sandy's Cruiser Service
- Superior Princess Cruiser Service

HISTORICAL PERSPECTIVES

An appreciation of the historical antecedents of current development patterns and issues is a vital prerequisite for the preparation of viable goals, objectives and implemental strategies. Past failures to appreciate and accommodate this need have had serious detrimental consequences for the preparation of realistic tourism development planning recommendations. In effect, conclusions reached soley on the basis of the analysis of current spatial, economic, financial and administrative patterns unsupported by historical perspectives can be disastrously misleading. It is recommended, therefore, that in all future tourism development planning for Ontario North of 50°, the implications of the historical dimension receive adequate consideration in the formulation of recommendations.

The limitations of two major documentary sources require note. Land use permit information filed in the district offices of MNR frequently does not provide any indication of the date that the first application was approved, particularly if there has been a change of ownership of the lodge or outpost camp involved. Initial permit information has frequently been discarded. The inspection reports kept in the field offices of MTR record historical information, such as the date of original development, only on an incidental basis. If a change of ownership is involved, the new proprietor may have little or no knowledge of the early years of the enterprise.

Over a half century has passed since the beginning of tourism in some parts of Ontario North of 50°. Accurate oral evidence, therefore, is often difficult or impossible to obtain if original owners have died or moved away.

In spite of these constraints, a summary of some salient historical patterns and development thrusts could be prepared for this study. This material, coupled with the discussion of the historical aspects of the transportation network presented in another volume of this tourism study, provides some useful insights for development planning. It is stressed, however, that the commentary rests on oral and documentary evidence assembled in an irregular and opportunistic rather than systematic manner.

The Region as a Whole

Considering Ontario North of 50° and the area lying adjacent to its southern boundary as a whole, the historical evolution of tourism displays a complex mixture of facilities, services, motivational forces and supporting transportation infrastructure extending over a 65- to 70-year period. While a general sequence of development is observable, local variations, sometimes of major consequence, are a key characteristic. In some areas, stages or steps in the sequence may be missing, as in the case of Red Lake where major development began with the construction and opening of Highway 105 in 1974 rather than with the railroad. Railway connections did not reach Moosonee until 1932, by which time this form of tourist transport infrastructure in areas to the south had reached a state of maturity and was experiencing the early phases of competition from automobile travel to which it was to succumb shortly after World War II. The highway system has not yet penetrated to Moosonee and probably will not in the near future.

Advent of Tourism Based on Rail Transportation

Extending from the late 1920's to the early 1940's, the initial phase of tourism development in Ontario North of 50° and the area immediately to the south was associated with railroad transportation, alone or in combination with charter plane operations, insofar as remote sport camp operations are concerned. In the decade of the 1930's and

perhaps earlier, a limited number of anglers, hunters and wilderness travellers penetrated the area as far north as the Albany River from such jump-off points along the railway as Nakina, Sioux Lookout and Pagwa River. Some avid sportsmen penetrated the Goldpines and Red Lake area using water transport, travelling across Lac Seul from Hudson on the passenger/freight boat, Miss Winnipeg, and then proceeding down the Chukuni River by barge. Some elaborate lodges, such as Minaki Lodge, and some marked concentrations of private and commercial summer resort facilities at favourable points to the south of Ontario North of 50°, such as Kenora, emerged during this phase.

Expansion of Road - Based Tourism

The second phase, based on highway development and automobile tourist travel, began just prior to World War II and developed rapidly after 1945 on the southern margins of Ontario North of 50° from Savant Lake westward through Sioux Lookout. Established centres farther to the south, such as Kenora, Minaki and Vermilion Bay, underwent substantial expansion, diversification and sophistication under the impact of mass automobile tourism. New centres, such as Red Lake and Pickle Lake at the northern extremities of new highways penetrating Ontario North of 50°, emerged as collection and distribution points for transport to outpost camps by charter plane or as northern "end of road" attractions for landscape automobile tourists. Along Highway 11, similar air charter centres developed at points between Cochrane and Jellicoe and at such old railway jump-off points as Armstrong, Savant Lake and Nakina, particularly the latter. Both local and tourist anglers and hunters penetrated all the areas in the immediate vicinity of highways in Ontario North of 50°.

Given the convenience and flexibility of automobile travel, cottage colonies spread widely across the landscape in the area to the south of Ontario North of 50°. Moderate cottage development occurred in the southwestern part of the study area on both a small subdivision and individual site basis, largely in response to demands generated by urban centres such as Kenora, Dryden, Red Lake and Sioux Lookout.

From a tourism development standpoint, the area adjacent to or immediately south of Ontario North of 50° has now reached a state of early to late maturity. The major nodal development and service centres and their functional relationships are well established. Most of the commercial sport camp potentials have been allocated to operators. Under the impact of private cottage development and increased public hunting and fishing activity in hitherto remote wilderness areas resulting from forest access road construction, many base and outpost camp operations have been converted to multi-purpose family vacation facilities offering moderately good fishing and hunting opportunities. Others simply passed out of existence when climate, location or market factors were unsatisfactory for conversion. No extensive and relatively continuous expanse of undeveloped and unallocated commercial

base and outpost angling and hunting camp potentials remains in that part of Ontario North of 50° situated to the south of MNR's 7th and 11th baselines and the Albany River. Some minor in-filling of cottage and resort development can be expected to take place over the next decade or two, although some contraction under the impact of higher gasoline prices and economic recession is possible in the short run.

Over the past 30 to 35 years, the commercial base and outpost camp industry has steadily retreated northward to this last frontier of extensive, high quality resources in northern Ontario before the bulldozers and the mass influx of resident and tourist anglers, hunters, campers and cottagers. Due to climatic limitations, opportunities for transformation of camps to family vacation resorts are limited or virtually nonexistent over a large part of the study area. The industry has now reached the limits of extensive, high class development potentials to the south of the 7th and 11th baselines and the Albany River. Here, there is no other place to run or sanctuary into which to retreat.

The Remote North: Opportunities for Sport Camp Development

In that part of Ontario to the north of the 11th baseline in the west and the Albany River and the 7th baseline in the east, tourism development in general and angling and hunting sport camps in particular are confronted with a different environmental setting that demands a different approach to development. Natural resource potentials are discretely rather than broadly or universally distributed as was the case in the Boreal forest regions to the south. Reproductive potentials and ability to withstand extensive pressures of use and abuse are minimal. Indian settlements and populations dominate the area and they assert prior right to any development of tourism potentials.

Over the last 15 years there has been a cautious but persistent pilot program of the federal Department of Indian Affairs and Northern Development (DIAND) and the Ontario Ministry of Natural Resources to bring Indians into a position where they can effectively exploit tourism development potentials in general and potentials for sport camps in particular. Under the federal-provincial Resources Development Agreement discussed in detail subsequently, a major effort was made to bring Cree Indian goose camps into operation in the Tidewater region. From 1963 onwards, new camps were built and some private non-native operations purchased and brought into the program. After a period of training, four camps were turned over to Indian ownership and operation. Under this Agreement, fishing and hunting sport camps will likely be developed in the interior Shield portions of Ontario North of 50°. Under the Economic Development Program of DIAND, sport camp operations have been introduced at several places, including Fort Hope, Webequie, Hawley Lake, Sutton Lake and Big Trout Lake. Under various federal and provincial funding arrangements, the Objiway camp program was expanded and the Ogoki Wilderness Lodge constructed. All these are discussed in detail in subsequent sections of the report.

For the past few years, the Ministry of Natural Resources has declared a moratorium on sport lodge and outpost camp development by non-residents, which essentially means anybody but Indians, in the area to the north of the 11th baseline in the west and the Albany River and the 7th baseline in the east. In spite of this, some outpost camps have been operated here by non-residents seeking to push their enterprises into virgin territory, largely but not entirely because of an actual or anticipated depletion of quality resources to the south.

The northern portion of Ontario North of 50° now stands poised on the brink of development. It represents the last frontier for remote sport camp development. Substantial pressures are being exerted by the operators of lodge and outpost camps to the south who are now threatened with, or are actually in, the initial stages of collapse for a variety of reasons previously stated. Some have already thrust illegal camps into the area. If the Indians wish to secure their interests, they must exploit the opportunities now. No government or administrative officers can be expected to withstand pressures to exploit undeveloped potentials indefinitely.

The time has arrived when the planned, orderly exploitation of opportunities to secure and sustain high class lodges and associated outpost camps capable of generating significant income and employment in native communities is required. The haphazard granting of myriad land use permits to small-scale operators, often selling a natural resource product (game animals and fish) at far below the potential market value, now appears inappropriate. The frontier for that historical type of development, extensive in areas to the south of Ontario North of 50°, has been reached, and creative, novel actions are now required.

Specific Regional Patterns

Tidewater Region

In the Tidewater region, tourism began to take shape at Moosonee/Moose Factory and in the surrounding area with the completion of the Temiskaming and Northern Ontario Railway (T&NO) leading northward from Cochrane in 1932. In a tourist and sportsman's guide for Ontario published in 1931, it was stated that the railroad "will, without doubt, prove a magnet for all tourists seeking the furthermost northern wilds, so easy of access, and hitherto so inaccessible, except to the hearty voyageur" [1, p.51].

The James Bay Inn constructed and operated at that time by the T&NO could accommodate 40 guests. Some rooms, but not all, had running water. Accommodation rates in 1934 were $5 per day and meals were priced as follows: breakfast 75¢, luncheon $1, and dinner $1.25.

The inauguration of the Polar Bear Express in 1964 ushered in the era of low cost, mass landscape tourism by excursion train. Private investment in destination area facilities followed, including hotels, souvenir shops, water taxis, and guided land and water tours. Two Bay Enterprises began its tour operations in 1971 using five freight canoes, and school buses for ground operations. In 1980 it acquired the Polar Princess, a new tour boat that replaced an earlier, smaller vessel. With a capacity of 100 (usually carrying only 85 to obtain maximum comfort), the boat was built in Selkirk, Manitoba, at a fully equipped cost of $225,000. Two Bay Enterprises offers a quality product that has substantially enhanced the attraction of the destination area and the Polar Bear Express for package tour operators in Canada and the United States.

The provincial government has provided substantial financial support for the enhancement and enrichment of both the Polar Bear Express trip and the destination area facilities. No other community in Ontario North of 50° has received a level of provincial government financial support for tourism development as great as that directed to Moosonee/Moose Factory in recent years. Since 1974 the Ministry of Northern Affairs has provided grants for historical site interpretive services and infrastructure development, including toilets. The Ministry of Citizenship and Culture and the Ontario Heritage Trust have spent considerable money and staff effort in the planning, development and restoration of historical resources at Moose Factory, including the staff house of the Hudson's Bay Company. In 1970, the Ministry of Natural Resources officially opened Tidewater Provincial Park, a 1,158-hectare natural environmental area on four islands in the Moose River opposite Moosonee. A campground and picnic site on Charles, the main island, had been operated from about 1965, but no charges were levied at that time. The Revillon Frères Museum building in Moosonee, also an MNR facility, was officially opened to the public in 1970, but had been operated on a modest basis for a few years previously. In 1970, Polar Bear Provincial Park (218,595 hectares), the largest individual park in the provincial system, was designated. The main organization centre for the park is about 530 air kilometers north of Moosonee/Moose Factory near Winisk.

The initial development of commercial goose hunting camps in the Tidewater region about 35 years ago is attributable to non-native, private commercial interests from outside the region. In 1947, Hannah Bay Camp was built at the mouth of the Harricanaw River by the Ontario Northland Transportation Commission (ONTC), largely through the initiative of Colonel Reynolds, in response to the lack of adequate accommodation for hunters in Moosonee at that time. The ONTC has retained ownership and operation of the facility. Anderson's Goose Camp on Ball Island at the mouth of the Albany River was built in 1958. At about the same time, Len Hughes of Cochrane opened his operation on an island in the north channel of the estuary of the Albany River.

Under the provisions of the federal-provincial Resources Development Agreement administered jointly by the Department of Indian Affairs and Northern Development and the Ontario Ministry of Natural Resources, a major attempt has been made to bring the local Indian population into the goose hunting camp business of the Tidewater region on an eventual owner/operator basis. In a twenty-year period (1963 to 1982), the development potentials have been secured for the virtually exclusive use of local Indians. Between 1963 and 1967, six camps were built and commenced operations: Fort Severn, 1963; Tidewater and Kapiskau, 1966; Attawapiskat, Kashechewan and Winisk, 1967. Anderson's Camp, purchased in 1977 at a cost of $75,000, was added to the group as was the Kashechewan (Hughes) Camp acquired in 1976. Finally, the James Bay Goose Camp, located on the coast of James Bay at Bluffy Point, was purchased by MNR in 1981 from a Timmins group at a cost of $57,000. The Ministry was the fourth owner of this camp. Halfway Point Camp, acquired in 1980, is scheduled for future Indian ownership and operation as a tourist facility, though possibly not exclusively as a goose hunting camp.

By the end of 1982, four camps (Attawapiskat, Fort Severn, Tidewater and Winisk) had been transferred to Indian ownership and operation. The small, 12-man Kashechewan camp was closed in 1980. Four camps are still owned and operated under the Cree Indian goose camps program (Anderson's, James Bay, Kapiskau and Kashechewan [Hughes]). The ultimate type of operation for the James Bay Camp remains undetermined.

In 1976, the ownership and future operation of Tidewater Camp were transferred to an Indian resident of Moose Factory (Mr. J. Rickard). In 1978, Fort Severn and Attawapiskat Camps were transferred to Mr. Jack Stoney and Mr. Gabriel Spence respectively. Both were residents of the local settlements. In keeping with the ultimate objective of native ownership of all goose hunting camps in the Tidewater region, negotiations are well advanced for the transfer of Anderson's, Kashechewan (Hughes) and Kapiskau Camps to local resident Indians.

Several goose camps have been developed privately by native people, independent of the federal-provincial Resources Development Agreement. Included in the group are: Stoney's Little Goose Camp at Fort Severn; the Halfway Point Camp of J. Faries and Robert Chilton of Moose Factory set up in 1974; Papamatao Goose Camp owned by S.J. Small Sr. of Moose Factory in 1970; the Shagamu River Goose Camp of Tobias Hunter of Fort Severn; and the Sutton River Camp of Joe Chookomolin of Winisk. The Shagamu Camp is also used by Tobias Hunter for trapping and domestic fishing. Tidewater Goose Camp was set up privately in 1966 by Mr. Cheechoo of Moose Factory and later operated by Mr. Wesley of that community. It was acquired by MNR in 1970 and placed under the Resources Development Agreement. In 1981, Fred Miles of Fort Severn applied for a permit to operate a tent camp at Fort Severn but, due in part to local opposition, has not begun operations.

About eight or ten Indian residents of Moose Factory and Moosonee, notably Tommy Archibald, guide between ten and thirty goose hunters each year in the delta area of the Moose River. Small two- or three-man tent camps are set up at various locations. Some members of this group engage in limited guiding for summer season sport angling on the Moose River. Operations of this type have existed since the coming of the railway in 1932.

Shield Region

Webequie, Fort Hope, Lansdowne House and Ogoki Area

Angling and hunting sport camp development in the remote, north central, interior Shield portion of Ontario North of 50° in the vicinity of Fort Hope apparently began prior to World War II. Before 1939, Canada Guides Limited of Montreal operated guided fishing tours in the Little Current and Ogoki drainage basin and the Albany River in the general area of Fort Hope [9]. To reach Fort Hope, guests travelled by train to Hudson or Sioux Lookout whence they were flown by Starratt Airways to Fort Hope where Canada Guides had an equipment depot. From here the sportsmen travelled by canoe to a number of nearby tent camps for speckled trout and pickerel fishing. A map prepared as part of the promotional literature of the company indicated a depot at Tashota, suggesting that in winter supplies may have been moved overland from this base to Fort Hope and perhaps thence to individual camps. It would be interesting to know the extent to which the Indians at Fort Hope were involved in this operation, which must represent one of the earliest developments of its type in this part of Ontario North of 50°.

Indian sport camp development at Webequie, Fort Hope, Lansdowne House and Ogoki stems from the late 1960's and early 1970's. As indicated by the date of the first land use permit filed in the Geraldton District Office of MNR, Indian sport camp development was initiated in 1966 by John Baxter with his Grassy (Teabeau) Lake Camp. Today, 15 Indian owned and operated outpost camps, all located to the north of the Albany River except the Peninsular Lake Camp of the Fort Hope Development Corporation, account for 25 per cent of the camps, 38 per cent of the cabins and 39 per cent of the guest capacity found in the Geraldton District of MNR.

In the Webequie area prior to 1968, Ontario Northern Airways operating out of Jellicoe had an illegal camp based on the superb speckled trout, walleye and northern pike angling of the area. Under the recommendations and subsequent supporting direction of Mr. Clem St. Paul, Nakina District Superintendent of DIAND, this camp was purchased and its operations were expanded using volunteer Indian labour and departmental budget appropriations for the acquisition of materials. No funds for the early development of camps in this area were provided under the federal-provincial Resources Development Agreement as was the case for goose hunting camps in the Tidewater region.

In 1970, the Straight Lake or Bear Goose Camp was built, broadening the scope of the Webequie operation. Between 1972 and 1975, three camps under the direction of Mr. John T. Carroll, Nakina District Superintendent of DIAND, were built essentially to exploit river sport fishing opportunities. The Frog River Camp constructed at this time was unknowingly built next to a burial ground. When guides who knew of the existence of the burial ground came from Kasabonika, they refused to work at the camp, and it was never used.

These Webequie camps were and continue to be well run, providing excellent guide services and good food from central dining rooms in each camp. The angling is excellent. The package tours include a five-day river run which stops at three camps, but there is often a rush to get to Tashka Falls where the angling is superb. Limited moose hunting opportunity is present in the area. Goose hunters using the facilities of the Straight Lake Camp fly to Webequie and thence on to the camp by charter.

In the early 1970's, a camp was built for the Marten Falls Band about 15 miles up-river from Ogoki on the Marten Falls River using DIAND funds exclusively. It consisted of three cabins (guest, guide and storage), and offered excellent fishing. However, it proved unsuccessful. Some boats and motors disappeared or were smashed. Guests complained of stolen items. Without the guests' return, the all-important repeat business could never be built up. The buildings may be standing but the camp is not operating.

In the early 1970's, five camps were built by Frank and Peter Moonias of Lansdowne House. The camps at Windsor Lake and Black Birch Lake were of good quality, while the others were essentially trapline cabins occasionally used by anglers. Due to a number of factors, including unreliable management and service (drinking problems) and the inability of the community to handle sportsmen (no transport from airstrip and no place to stay if the weather was unsatisfactory for immediate travel to the camps), these operations encountered substantial difficulties. In 1974 and 1975, new camps, each consisting of three cabins (guest, guide and storage) with a capacity of six sportsmen, were built at Eyes Lake and Pym Island to exploit pike and pickerel angling potentials. Constructed entirely with funds from DIAND for the benefit of the Lansdowne House settlement at a cost of $25,000 each for buildings and equipment, these camps were taken over by Mr. Baxter.

In the late 1960's, a partnership of Fort Hope Indians (Louis Waswa and the O'Keese brothers) built a camp at Triangular Lake at the junction of the Albany and Eabamet Rivers using their own funds and with the advice and direction of the aforementioned Mr. Clem St. Paul of Nakina District DIAND. This camp, of horizontal log construction with a capacity for six guests, was used for a guide-training program in 1970. In 1973, camps of a similar capacity were constructed for this Band at Peninsular and Machawaian Lakes, again using funds from DIAND. The cost of buildings and equipment was in the order of $25,000.

From 1972 to 1974, the Webequie, Lansdowne House, Ogoki and Fort Hope camps were marketed by DIAND. The Nakina District Office handled all bookings generated by magazine advertising and trips to sportsmen's shows by the local Indian operators, all paid for by this federal government department. From 1974 to 1976, the Webequie and Fort Hope camps were marketed by Mr. Ernie Luenberger under the name of Ojibway Camps. He undertook all the advertising at sportsmen's shows and handled all bookings at no cost to the Indian camp operators or to DIAND; his objective was to build up business for his charter airline.

In 1977, the Fort Hope Development Corporation assumed by agreement some control of this group of Webequie, Lansdowne House and Fort Hope sport camps so as to be able to obtain grants from the Canada Employment and Immigration Commission (CEIC) under the Local Employment Assistance Program (LEAP). This is discussed fully in the section of the report dealing with financial aspects. In 1980, the Winisk River camps of Webequie were split off and are now operated separately by Mattias Suganaqueb, Peter Jacob and Jack Jacob.

Camps at Big Trout Lake

In the northwestern interior Shield portion of Ontario North of 50°, the historic evolution of Indian facilities in the vicinity of Big Trout Lake Reserve, including the Bug River Camp, is of major interest. Big Trout Lake had been fished commercially for many years prior to 1968, when it was felt that the trout population could be more profitably exploited through the development of sport angling camps. As early as 1969, and possibly for several years previous, anglers flew in to Big Trout Lake on their own, making arrangements with the Chief to use a cabin at the Birch Point commercial fish camp at the west end of the lake. Local Indian guides also were obtained through the Chief.

In 1971, a training course financed by DIAND was conducted by Confederation College at the Big Trout Lake Reserve. Guides were trained in food handling and general operating procedures. A full-scale camp consisting of three cabins (guest, guide and cooking/storage) was built at the east end of Big Trout Lake to provide access to good speckled trout fishing on the Fawn River. The camp was not equipped with boats and motors; these were rented from the guides on a daily basis. About 16 sport fishermen, mainly Baptist Church ministers, came to Big Trout Lake in 1971 but used the old camp at Birch Point that they were familiar with. Between 1971 and 1976, both camps at the eastern and western ends of the lake were operating. Unfortunately it proved impossible to prevent vandalism and theft from the camp at the east end of the lake since it was on a main travel route. It was, therefore, abandoned and is now virtually a total wreck.

In 1972 or 1973, two six-man camps were built on Big Trout Lake to which guests were taken during this period. Moreover, the Chief continued to operate the Birch Point Camp that can accommodate eight guests. These camps are still in operation and handle any overflow from the Bug River Camp.

The commercial sport camp operations rest on lake trout (possession, three), walleye (possession, six) and northern pike (possession, six). With the closing of the commercial fishery, the trout population had recovered by 1976. Some twenty large trophy fish, weighing up to 22 kilograms, have been taken since then.

By 1976, a set of problems and opportunities combined to spark the Bug River Camp development. In 1975, the Great Plains Bag Company of Des Moines, Iowa brought 60 guests to the camps on Big Trout Lake in six groups of ten. They liked the quality of the fishing but were dissatisfied with the service. The cabins were said to be poor, the guides were drinking and the belongings of the guests were stolen. If these problems could be cleaned up, however, the guests signified a willingness to return. After a conference involving the Band, operators and DIAND, a recommendation was made by the Band to make a fresh start with a new camp on the Bug River. In June and July, there is excellent walleye and trout fishing near this location. From about mid-July, trout fishing could be shifted to the deeper waters of the lake.

The Bug River Camp, with a capacity of 18 to 20 guests, was constructed in the spring of 1977 by G.C. Clement of Wawa under a contract with DIAND. The contractor supplied all materials, which were flown in by DIAND at a cost of $17 per square foot. Labour consisted of two men supplied by the contractor and five local Indians. The camp, one of the finest in Ontario North of 50°, consists of three guest cabins accommodating four guests each and a manager's cabin that can handle six or eight guests if necessary. The cabins are built of upright logs with plywood floors and screened porches. Each has kitchen facilities, sauna, shower, running water and indoor toilets. The furniture is attractive white pine. The camp has nine five-meter aluminum boats equipped with 20-hp motors. In 1978, a six-meter cedar boat with twin 20-hp motors was built at Big Trout Lake by a person of Icelandic background from the Lake Winnipeg area to transport guests across the lake in rough weather. As the boat was built at Big Trout Lake using local wood and a steamer for shaping the wood, and with the Indians taught the basic principles, local repair appeared feasible.

Area North of Cochrane

In the Cochrane area, adventure canoe trips down the Mattagami River from Jacksonboro on the Ontario Northland Railway (ONR) north of Cochrane to the Moose River and Moose Factory were advertised as early as 1934 in official guide books [33]. Base and outpost angling and hunting camps, which have barely penetrated the southeastern part of Ontario North of 50°, were probably initiated by the outfitting operations of Hughes in 1949. Joe Veverka, the largest individual operator in the area, began fly-in sport camps under the name of Cochrane Air Services in 1969, about four years after his arrival in the area. Lindbergh's Air Services operated an extensive group of outpost camps here from about 1973 to 1980, when the interests were

acquired by Loyde Rogerson, an operator with lengthy experience in lodge and camp enterprises in the North Bay area to the south. Under the detrimental impact of the Detour Lake road and Hydro transmission lines, the future of this pocket of fishing and hunting lodges based on charter air services from Lillabelle Lake is in jeopardy. Moreover, the long-term outlook must be classed as poor unless some effective form of controlled or restricted public access from the Detour Lake road can be introduced immediately.

Geraldton/Nakina Area

In the late 1920's and early 1930's in the Geraldton/Nakina area, James Vanderbeck, who came from New Brunswick, operated wilderness adventure canoe and fishing trips of a month's or more duration into the Esskagannega and Squaw River tributaries of the Little Current River, a part of the Albany drainage system [34]. Canoeists travelled by train to Nakina to join the guided tour. The adventure into northern wilderness was as important as the angling and hunting activities.

Modern lodge and outpost camp development in the Geraldton/Nakina area, based primarily on automobile travel to air charter services on Cordingley Lake, began with the coming of the highway in 1955/56. Subsequent development of charter air services and outpost camps was rapid.

The use of historical information contained in land use permits filed in the District Office of MNR at Geraldton has limitations, as noted previously. Development in this area began about 1961 and moved ahead slowly for the next four years, so that about six per cent of the plant was in operation by 1965. In the six-year period from 1966 to 1971 inclusive, 23 camps or 27 per cent of the total were opened. In the seven-year period, 1972 to 1978 inclusive, 54 of the land use permits or 63 per cent of the total were issued. A sharp decline then ensued, as most sites were taken up and forest access road construction was probably exerting adverse impacts. In any event, no permits were issued by MNR for camp development in this part of the district in 1979, and only two were issued in each of 1980 and 1981.

Sioux Lookout Area

In the Sioux Lookout/Hudson area, lodges were constructed on Big and Little Vermilion Lakes about 1928 or 1929 by Joe Kenneally, who came from southern Ontario in 1926 to start up the Hudson Hotel. The development on Little Vermilion Lake known as Fireside Lodge still operates. In 1930, Bert Bootham built North Pines on Big Vermilion Lake; this operates today as Big Vermilion Lodge. Between 1930 and 1935, lodges appeared on Clay, Cliff and Cedar Lakes. The guests came by Canadian National Railway train and charter plane from Minaki and Quibell to the west. These were quality lodges that attracted many movie and radio celebrities, such as Andy Devine and Fibber McGee and Molly. Muskie, pike, trout and bass were the principal game fish sought in this period.

In the 1930's, a number of local residents guided for anglers, hunters and wilderness canoe travellers. Among the group were Henry Rydell of Sioux Lookout, Gerald Bannatyne of Ear Falls and Bill Humphreys of Gold Pines.

As early as 1934, a 1000-kilometer wilderness canoe adventure trip from Sioux Lookout down the Albany system, through Lac Seul and Lake St. Joseph, to Fort Albany was advertised [33]. Canvas canoes five meters in length were recommended. Arrangements could be made through the Northland Travel Service at Sioux Lookout. Kenneally Lodge on Little Vermilion Lake and the Hudson's Bay store in Sioux Lookout were listed as reliable outfitters for the trip. Several hotels and the YMCA in Sioux Lookout were listed as having good accommodation facilities. Included in the group were: the Clark Hotel, 10 rooms, $2 per day; the Lakeview Hotel, 20 rooms, $1.50 per day; and the Moberley Hotel, 10 rooms, $2 per day.

The road reached Hudson about 1937. Non-resident anglers and hunters quickly followed, chartering planes from Hudson. Remote fly-in camps in the general area developed rapidly thereafter, with an interruption from 1939 to 1945 during World War II.

Lake Nipigon Area

Development on the southeast shore of Lake Nipigon came early. By 1919, Nipigon Lodge at Orient Bay, owned by P.K. Hunt, the manager of the Prince Arthur Hotel in Thunder Bay, was open each summer from about June 15 until the fall. Lodge capacity was 40 guests and rates under the American plan were $3 per day. Rental cottage and cabin enterprises together with sport hunting and angling operations expanded rapidly in the Macdiarmid/Orient Bay area with the penetration of highway construction from the southwest in the 1930's. While this location in Lake Nipigon is well to the south of Ontario North of 50°, it provides a time frame of reference for development in more southerly regions based on railway travel followed by automobile transport.

Savant Lake Area

In 1945 in the Savant Lake area, Kenneth Mousseau, the local postmaster, took in a party of American anglers who had fished in the Rainy River area for years before deciding to move north. They were housed in old mining buildings nearby. Art Carlson, prospecting in this general area for the St. Anthony Mine, guided the parties in 1945 and 1946.

Red Lake Area

Development in the Ear Falls area to the south of Red Lake began in the 1930's with Little Canada Lodge operated by Art and Frank Williams of Scottish/Indian ancestry. Americans flew in from Hudson

via Starratt Airways or crossed Lac Seul on the Miss Winnipeg, and used barges and scows on the marine railway and the river for the rest of the trip. Bear Lake Camp in the vicinity of Uchi was another early operation in this general area. Some camps at Snake Falls date back to lumbering days in the 1930's.

In the Red Lake area, the occasional American angler and hunter associated with the Howey Gold Mines, as exemplified by Mr. Gus Dupont, a prominent shareholder of the company, came into the area by air as early as 1929 to hunt and fish. The Red Lake Inn in the centre of town was opened to meet business travel requirements.

Prior to the coming of Highway 105, some sportsmen drifted into the area, crossing Lac Seul from Hudson to Gold Pines, and then proceeding by barge over the marine railways and down the Chukuni River. Others travelled north via road as far as Ear Falls and then up the Chukuni River by barge. In 1946, Art Carlson guided such a party of Americans whom he had met the previous year at Savant Lake.

After the completion of Highway 105 to Red Lake in 1947, roadside cabin, cottage, and base camp development in the area was rapid. In 1948, Art Carlson built his main Viking Island Lodge that was then accessible only by boat from Red Lake but can now be reached by road. The previous year, guests had been accommodated in his home in Red Lake. Olie Simoneau built his Douglas Lake Camp in 1947 and Cy Caulkins his Hatchet Lake Camp about the same time. Accommodation facilities sprang up all along the main highway at, or close to, good angling potentials and attractive landscape settings.

Within three or four years after the completion of Highway 105, outpost camps emerged in response to a marked decline in angling quality on road-accessible lakes where the main base camps had been built, and to the desire of American sportsmen to fly in to virgin lakes. From 1950 onwards, the proliferation of outpost camps was as rapid as had been the case with the earlier highway base camp and resort developments.

In the early 1950's, several camps in the Red Lake area went bankrupt due to a declining market coupled with increasing operating costs. Many of these camps were purchased quickly by Americans who regarded them as good investments, particularly with the favourable exchange rates and tax write-off privileges. Americans now own nearly 70 per cent of the operations in this area. Some camps purchased were converted to their personal use and perhaps that of their business associates.

About two or three years ago the market trend to American ownership was reversed to a degree as Canadians began to buy camps from Americans. American camps were sometimes purchased to obtain their outpost camp permit privileges. Sometimes they were acquired by new entrants to the business who wished to obtain an operating plant with an established clientele rather than to start up entirely afresh.

THE GEOGRAPHIC DISTRIBUTION AND SCALE OF FACILITIES

Initially, an all-northern Ontario perspective on the distribution and scale of the hunting and fishing lodge industry is presented, using data revealed in a study conducted in 1977. This is followed by a general overview of the situation in Ontario North of 50°. The basic intent in this instance is to provide a general comparison of the extent of native owned and/or operated facilities and the extent of non-native development. In addition, the various instruments used by MNR for resource allocation to the industry are noted. Attention then shifts to a consideration of the native owned and operated facilities.

AN ALL NORTHERN ONTARIO PERSPECTIVE: 1977

Table 1 has been constructed using data presented in a 1977 study that covered all of Ontario north of the French River/Lake Nipissing corridor [32]. A limited amount of the development was located in Ontario North of 50° and little, if any, was Indian owned and/or operated.

In 1977, there were 1,676 individual operations in northern Ontario, excluding those in large urban centres and smaller centres and those that were along highways and were open all year and did not rent boats. The central geographic concentration of the industry was well south of Ontario North of 50°. Only about three per cent of the plant was in the Cochrane District and much of that was to the south of the study area. Only a small percentage of the plant in Kenora and Thunder Bay Districts, perhaps 15 per cent, was situated north of 50°.

Most establishments provided a variety of accommodation types. The housekeeping facility was particularly evident, and was offered by 77 per cent of the enterprises. Only 20 per cent had outpost camps associated with their operations. Just over 40 per cent were in the campground business.

The scale of the average facility was small to moderate (rooms in lodges, 7.8; cottages or cabins, 7.7 units; outpost camps, 4.6 units; tent/trailer sites, 26 units). It is important to note, however, that some composite operations in the southern parts of Ontario North of 50° and in the area immediately south of 50° were quite large and composed of a mix of motel units, cabins, rental cottages, trailer/tent campgrounds, stores and outpost camps.

TABLE 1

MEASURES OF PLANT TYPE AND SCALE FOR THE FISHING AND HUNTING LODGE INDUSTRY IN NORTHERN ONTARIO, 1977

Establishments	Cochrane Timiskaming		Estimated Cochrane		Thunder Bay		Kenora		Other Districts		All Northern Ontario	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
TOTAL	149	9	56	3	193	12	475	28	859	51	1,676	100
Offering												
Housekeeping		83				72		78				77
American Plan		13				17		47				33
Outposts		20				28		25				20
Campsites		45				47		41				42
Units Per Lodge												
Rooms											7.8	
Cottages or Cabins											7.7	
Outpost Camps											4.6	
Tent/Trailer Sites											26	

Source: Reference [32]

A GENERAL COMPARATIVE OVERVIEW OF ONTARIO NORTH OF 50°: 1982

On the basis of an analysis of records of the Ministries of Tourism and Recreation and Natural Resources, the Office of the Fire Marshal and the Department of Indian Affairs and Northern Development, it was possible to obtain a reasonably definitive appreciation of the scale of tourist facility development in Ontario North of 50° in 1982 by both native and non-native people. The results are summarized in Table 2.

As noted in the footnotes and explanatory text associated with the tables on which this summary rests, numerous problems are associated with the classification of the facility plant by category and type. In order to present an uncomplicated overview, many facilities have been arbitrarily grouped together to most expeditiously indicate the comparative strength of Indian and non-Indian enterprises in Ontario North of 50°.

Non-Indian ownership dominates the pattern throughout. About 91 per cent of all enterprises in Ontario North of 50° and 94 per cent of the guest capacity are in this group. The dominance of tourism and recreation is clearly evidenced by the fact that 92 per cent of the enterprises and 88 per cent of the guest capacity are dependent primarily on the tourist and sportsman market.

At the scale of mapping employed in this report, it was impossible to show the distribution of outpost camps in locations North of 50° on an individual basis where densities were very heavy. In these situations, areas of concentration and the northern limits of dense development are displayed. Within these areas, however, all Indian owned and operated facilities are shown individually. All base camps are indicated whether Indian or non-Indian, although in dense concentrations at major highway or urban locations they are mapped on a group basis. While individual site locations are difficult to locate precisely, the all-important elements of the pattern are clearly evident.

The conclusion of this introductory assessment provides a suitable opportunity for brief comment on the variety of instruments employed by MNR for the allocation of Crown lands for private use, including use for commercial tourist facilities and for outpost camp development. The security of tenure and the survey requirements vary greatly as indicated in the following summary.

Patent

- The most secure form of holding in existence, with the land completely alienated from the Crown.
- A legal survey at the patentee's expense is required.
- Some lodges such as James Bay Outfitters are on patented land. Some old patented mining claims and operations now have lodges or tourist developments built on them.

TABLE 2

THE SCALE AND OWNERSHIP OF THE TRAVEL AND TOURIST FACILITY PLANT IN ONTARIO NORTH OF 50°, 1982

Category	Indian Owned/ Operated/Managed		Non-Indian Owned/ Operated/Managed		Total
	No.	%	No.	%	No.
A. Primarily Dependent on Tourist and Sportsman Markets					
Enterprises	25	9	268[1]	91	293
Facilities					
Base Camps:[2]					
Operations	14	7	186[1]	93	200
Units	74	5	1376	95	1450
Capacity	281	5	5866	95	6147
Outpost Camps: Cabin					
Operations	31[3]	7	431	93	462
Cabins	52	10	477	90	529
Capacity	243	8	2733	92	2976
Outpost Camps: Tent					
Operations	2	4	55	96	57
Capacity	32	12	240*	8	
Campgrounds:					
Operations	-[4]	-	27	100	27
Sites	-	-	438	100	438
B. Primarily Oriented to the Business Travel aud Local Social and Entertainment Markets					
Hotels and Motels:					
Enterprises	3	12	22	88	25
Rooms and Units	15	3	447	97	462
Capacity	30	2	1341*	98	

Sources: Tables 9 and 10 and Appendix

TABLE 2 Continued

Notes:

1. Ogoki Lodge and Hannah Bay Goose Camp included here.

2. Includes remote goose camps and lodges and road-accessible motels, cabins, rental cottages, lodges, and resorts; some of these have associated outpost camps.

3. All Indian angling and hunting camps with the exception of Bug River Camp and Keewatin Kino-Shoo Camp were classed as Outpost Camps: Cabin, the owners' settlement of residence being considered the base of operations. These two camps were classed as Base Camps.

4. Does not include a field operated as a campground by the Osnaburgh Band.

* Estimate

- MNR will probably issue no more patents for tourist and outpost camp developments in northern Ontario, particularly in Ontario North of 50°.

Lease

- Provides security of occupation and use for a term of 10, 20, or 30 years.

- A legal survey at the lessee's expense is required.

- This instrument has not been used to any great extent in the tourism sector and nowhere in Ontario North of 50°.

License of Occupation

- Provides occupation for as long as MNR has no need for the area and presumably could be in force for centuries.

- No legal survey is required.

- Tourist operators do not ask for this arrangement.

Land Use Permit

- Guarantees only one year of occupation and must be renewed yearly. It may be cancelled by MNR for a variety of reasons including non-compliance with the conditions of the permit or a need by MNR or other government agencies for the land. It can be cancelled at the wish of the permit holder who may no longer find the area useful.

- There is no limit to the number of land use permits that can be held by an individual or a company.

- No legal survey is required.

- This instrument is the foundation of the sport camp industry across northern Ontario including Ontario North of 50°.

- Permits are issued according to the capacity of the lake to support an outpost camp, as determined by creel census data and lake size and productivity estimates derived according to a prescribed formula. If lakes are small, an attempt is made to restrict land use permits to one operator.

- Permits are issued for:

    - tent camps - must be removed at the end of each season and are used mainly for hunting;

    - permanent camps - buildings and installations remain on site from year to year with fees of $45 per season.

- Theoretically, the camps are inspected annually by MNR staff. Budget restrictions and forest fire duties sometimes delay inspectors.

Letter of Authority

- Provides for temporary use of a site for resource extraction. Great use is made of this instrument by highway construction companies for aggregates and borrow pits which must be 150 feet from the road.

- The tourism industry does not make use of this instrument.

NON-INDIAN OWNED PLANT NORTH OF 50°: 1982

Initially, the broad distributional patterns are discussed for the study area as a whole and for the Ministry of Natural Resources' administrative districts. Attention then shifts to a consideration of scale. Finally, a number of aspects that are most conveniently dealt with at this juncture, including American ownership, penetration north of the 7th and 11th baselines and the Albany River, the boat cache program, and institutional camps, are discussed. While the latter type of facility lies outside the scope of this study, the information may prove useful in certain tourism planning contexts.

Geographic Distribution of Facilities

The distribution of the non-Indian owned and operated tourist accommodation and sport camp facility plant in Ontario North of 50° in 1982 is statistically summarized in Tables 3 and 4 and cartographically displayed on the map accompanying this report. Detailed information for the individual operations is contained in the Appendix on which this compilation is based. Hotels and motels dependent primarily, sometimes exclusively, on business travel and local entertainment and dining business are not included in Table 3. They are discussed separately in a subsequent section of this report.

Base Camp and Outpost Camp Plant

There were 184 base camp operations (motel, cabin, cottage and resort-type accommodation) in the study area in 1982 that were dependent primarily on recreation/tourism demand for their business viability. Together they contained 1,355 units with a capacity of 5,812 persons. In addition, there were 13 float plane bases that function as bases for outpost camp operations. There are 27 campground enterprises with about 440 serviced and unserviced sites. All but two of the campgrounds are part of enterprises that include motel/cabin/cottage facilities and sometimes a retail store and/or restaurant. In this study, these enterprises have been termed the base plant in that their component facilities function as a base for the enjoyment of holiday or leisure activity pursuits (hunting, fishing, boating, landscape touring, rest and relaxation) or for the operation of outpost angling and hunting camps.

In 1982, there were 431 outpost cabin camps in the study area with 477 individual accommodation units and a capacity for 2,733 guests (Table 4). About 61 per cent of the enterprises of the base plant, with 66 per cent of the units and 64 per cent of the capacity, did not operate outpost camps. Thirty-nine per cent operated outpost camps, some on a large scale, a clear indication of their significant position in the overall pattern of tourist accommodation facilities in the study area.



Plate 1: Commercial sport camp, Nungesser Lake

In the course of the investigations, 55 outpost tent camp operations accommodating about 240 guests were identified in the files of MNR. Most were associated with fall moose hunting. Their volume and distribution shift considerably from year to year in response to game movements.

As indicated in Table 3, about 91 per cent of the non-Indian owned and operated base camps and a similar proportion of the units and guest capacity of the base plant are located in the MNR administrative districts of Dryden, Geraldton, Kenora, Red Lake and Sioux Lookout. Red Lake District dominates, with 38 per cent of the camps, 37 per cent of the units and 35 per cent of the guest capacity. Sioux Lookout and Dryden Districts are both about half as strong. In the case of outpost camps (Table 4), the Districts of Geraldton, Red Lake and Sioux Lookout taken together contain about 75 per cent of the camps and a similar percentage of the capacity.

ONTARIO NORTH OF 50°

TOURIST ACCOMMODATION AND SPORT CAMP FACILITIES 1982

GOOSE CAMPS

Native Non-native

- ▲ ▲ Cabin Facilities
- ▲M M.N.R. Owned and Supervised
- ♦ ♦ Tent Camps

ACCOMMODATION AND SPORT CAMPS

Native Non-native

- ★ ★ Base Facilities (Cabins, cottages, lodges and motels)
- ● ● Outpost Cabin Camps
- ■ ■ Hotels
- Dense Concentrations of Sport Camps
- Dense Concentrations of Other Accommodation

Stoney's Little Goose Camp
Fort Severn Camp
Shagamu River Camp
Sutton River Camp
Winisk Camp
Albert Chookamolin Camp
Joe Chookamolin Camp
J. & M. Chookamolin Camp
Birch Point Camp
Big Rock Wilderness Camp
Bug River Camp
Fawn River Camp
Sourdough Rapids Camp
Straight Lake Camp
Croll Lake Camp
Toshka Rapids Camp
Wye Rapids Camp
Wheesk Camp
Keyamowan Lodge
South Trout Lake Camp
North Spirit Lake Lodge
Bear Head Camp
First Rapids Camp
Attawapiskat Motel
Gabes Camp
Kapiskau Camp
Black Birch Lake Camp
Eyes Lake
Windsor Lake Camp
Pym Island Camp
Richter Lake Camp
Beateau Lake Camp
Kash Inn
Kashechewan (Hughes) Camp
Anderson's Camp
11th Base Line
Silver Birch Camp
Loon Haunt Lodge
Stormer Lake Camp
Trading Lake Camp
Machawaian Lake Camp
Keozhe Lake Camp
Opikeigan Lake Camp
Purchase Lake Camp
Miminiska Sport Lodge
Pierce Crow Outfitters
Spence Lake Camp
Fort Hope Hotel
Nottice Island Camp
Half Way Point Camp
James Bay Camp
Moosonee Lodge
Polar Bear Lodge
Tidewater Camp
Papamotao Camp
Hannah Bay Camp
Oscar and Alma's Camp
Sabourin Lake Lodge
Carrol Lake Hunting and Fishing Camp
Gammon Lake Camp
Sydney Lake Lodge
Carilou Falls Lodge
Totu Lake Lodge
KCR Main Camp
Roughrock Lake
Cygnet Lake Trailer Camp
Black Bead Portage Lodge
Trout Lake Lodge
Cat Island Lodge
Collett's Bluffy Lake Camp
Central Patricia Outfitters
Triangular Lake Camp
Washi Lake Camp
Teabeau Lake Camp
Winkelman's Mamokibatan Lake Lodge
Austin's Camp
North Albany Lodge
Maynard Lake
Wilderness Camp
Cat Trails Lodge
Ogoki Lodge
Canoes North
Ogoki Post
Northern Lake Outfitters
Sullivan Lake Outfitters
North Outfitters
Flindt Landing Camp
Ghost River Camp
Lac Seul Floating Lodges
Bear Paw Lodge
Eagle Lawrence's Camp
Meta Lake Lodge
Eenagomi Lodge
Twin Lake Outfitters
Deltvana Cabins
7th Base Line
Keewatin Kino-Shoo Camp
50°N
Ten Mile Lake
Bowman's Northland Lodge
Timber Bay Camp
Donnelly's Minaki Camp
Pickerel Arm Camp
Moonlight Falls
Big Sandy Camp
Brownie's Fairview Camp
Sawbill Lake Outfitters and Air Service Limited
Obonga Cottages
Cordingley Lake
Shores Motel
Wilderness Outfitters
Leuenberger Air Service Ltd.
Nakina Outpost Camps

0 50 100 150 MILES
0 50 100 150 KILOMETRES

Eastern Part of Ontario North of 50°

In the eastern part of Ontario North of 50°, non-Indian owned and operated base and outpost facilities are located well to the south of the 7th baseline. Moreover, there are none in the MNR Districts of Hearst and Kapuskasing.

In the southeastern corner of Ontario North of 50° forming the northern part of Cochrane District, 16 outpost camps are owned and operated by three outfitters based on Lillabelle Lake and are situated well to the south of the 7th baseline. Included in the group of operators and camps are Cochrane Air Services (J. Veverka), seven outpost camps; Rogerson Enterprises (D. Rogerson), four outpost camps; and Polar Bear Camps (S. Konopelky), five outpost camps. In all cases these camps constitute only a minor portion of the total number of outposts operated by the outfitters: Cochrane Air Services, 16 per cent, Rogerson Enterprises, 18 per cent; and Polar Bear Camps, 17 per cent. Percentage values for guest capacity are comparable. Polar Bear Camps has a two-cabin base camp at Lillabelle Lake to accommodate guests in transit to and from the outpost camps who may experience delays due to poor weather conditions. The other operators use local hotels and motels for these purposes.

In the Kapuskasing District, base and outpost sport camp development is focused primarily to the south of Highway 11 and can be considered weak when compared with that of other districts in northern Ontario. There are no Indian owned and operated facilities in the district and only two outpost facilities in the area North of 50°, both of which are owned by Hearst Air Services and located south of the 7th baseline. Their tent frame hunting camp on Martison Lake has a four-person capacity as has the single cabin outpost on McLeister Lake formerly operated by Frontier Air Services.

There is no substantial pressure by Indians or others in this administrative district to open new sport camps North of 50°. Suitable angling lakes are few in number and a river sport fishery is difficult to pursue because low water levels in summer make it difficult to land aircraft. The moose hunting opportunities are limited and needed for domestic Indian food supply. The woodland caribou in the northeastern part of the district cannot be hunted by sportsmen and offer no opportunities of consequence for viewing.

In Hearst District, there are no base or outpost sport camps in Ontario North of 50° and only one north of Highway 11. However, some land use permits issued for trapping cabins in the northern part of the district may have a little associated commercial hunting and angling sport camp activity on an intermittent basis.

In MNR's Wildlife Management Unit 23, which coincides with Hearst District, the moose population is substantial. Hearst is often referred to as the "Moose Capital of the World", although opportunities

TABLE 3

SUMMARY OF NON-INDIAN OWNED BASE CAMP PATTERNS

IN ONTARIO NORTH OF 50°, 1982

MNR DISTRICT	Motels/Cabins/Cottages/Resorts								Air Base (1)	Campground (2)	
	Base Camps		Units			Capacity					
	No.	%	No.	Av.	%	Total	Av.	%	No.	No.	Sites
Cochrane	–	–	–	–	–	–	–	–	–	–	–
Dryden	30	16	238	7.9	17	975	32	17	–	7	92+
Geraldton	18	10	123	6.8	9	646	36	11	4	–	–
Hearst	–	–	–	–	–	–	–	–	–	–	–
Ignace	9	5	54	6.0	4	239	27	4	–	2	20
Kapuskasing	–	–	–	–	–	–	–	–	2	–	–
Kenora	20	11	157	7.9	12	670	34	11	–	3	76+
Moosonee (3)	1	–	18	18.0	1	40	40	1	–	–	–
Nipigon	7	4	35	5.0	3	190	27	3	2	–	–
Red Lake	70	38	504	7.7	37	2,040	29	35	3	11	151
Sioux Lookout	29	16	226	7.8	17	1,012	35	17	2	4	99
TOTAL	184	100	1,355	7.6	100	5,812	30	100	13	27	438

Source: Appendix Table. Does not include hotels and motels in urban areas or communities for which tourism is not considered to be the major component of their market/revenue pattern. For these establishments, see Table 6. Base and outpost cabin camp patterns are considered to be 95 per cent accurate. Also does not include Ogoki Lodge or Hannah Bay Goose Camp.

(1) Denotes float plane bases designated as base facilities on land use permits granted for outpost camps.

(2) Some motel/cabin/cottage/resort enterprises have campgrounds. In two cases, campgrounds serve as bases for outpost camp operations. + indicates that total campsites for some campgrounds included in the total were not ascertained.

(3) Polar Bear Lodge with 27 rooms was considered to be primarily non-tourist market oriented. Tourists are important in the summer season so the decision was somewhat arbitary.

TABLE 4

SUMMARY OF NON-INDIAN OWNED OUTPOST CAMP PATTERNS IN ONTARIO NORTH OF 50°, 1982

MNR DISTRICT	Cabin Camps								Tent Camps (1)	
	Camps		Rental Units			Capacity				
	No.	%	No.	Av.	%	Total	Av.	%	No.	Capacity
Cochrane	16	4	16	1.0	3	71	4.4	2	–	–
Dryden	10	2	10	1.0	2	74	7.4	3	–	–
Geraldton	84	19	95	1.1	20	511	6.1	19	32	134
Hearst	–	–	–	–	–	–	–	–	–	–
Ignace	2	1	2	1.0	1	11	5.5	1	–	–
Kapuskasing	1		1	1.0		6	6.0		1	4
Kenora	23	5	23	1.0	5	144	6.3	5	–	–
Moosonee	–	–	–	–	–	–	–	–	–	–
Nipigon	56	13	66	1.2	14	351	6.3	13	12	59
Red Lake	112	26	116	1.0	24	696	6.2	25	2	10
Sioux Lookout	127	30	148	1.2	31	869	6.8	32	8	33
TOTAL	431	100	477	1.1	100	2,733	6.3	100	55	240

Source: Appendix Table. Does not include hotels and motels in urban areas or communities for which tourism is not considered to be the major component of their market/revenue pattern. For these establishments, see Table 6. Base and outpost cabin camp patterns are considered to be 95 per cent accurate.

(1) Tent camp pattern is extremely volatile, hence values shown are indications only of range and scale.

TABLE 5

NON-INDIAN OWNED ESTABLISHMENTS IN ONTARIO NORTH OF 50°

WITH NO ASSOCIATED OUTPOST CAMPS

MNR District	Enterprises		Units		Capacity	
	No.	% (1)	No.	% (1)	No.	% (1)
Cochrane	NONE		NONE		NONE	
Dryden	27	90	218	91	876	90
Geraldton	7	39	47	38	260	27
Hearst	NONE		NONE		NONE	
Ignace	6	67	46	85	189	79
Kapuskasing	NONE		NONE		NONE	
Kenora	15	75	116	74	475	71
Moosonee	NOT APPLICABLE					
Nipigon (2)	NONE		NONE		NONE	
Red Lake	45	64	387	77	1,543	76
Sioux Lookout	13	45	84	37	398	39
TOTAL	113	61	898	66	3,741	64

Source: Appendix Table

(1) Percentage of the total plant with no outpost camps.

(2) Does not include two small unlicensed operations with no outpost camps.

cannot compare with those in parts of Sweden. To the north of 50°, game animal populations thin rapidly with the animals being largely confined to the well-drained banks of the rivers. It is possible that this area would be skimmed off in a couple of seasons of heavy hunting. The size of the bear population is unknown. Caribou are present in isolated herds of 15 or 20 but have no tourist potential. Sport angling is essentially a river fishery of walleye, pike and sturgeon. Unfortunately, low water conditions in mid-summer present severe constraints on air access. These resources could provide support for a wilderness canoe travel type of tourist enterprise.

Geraldton District

There is extensive base and outpost camp development in the Geraldton District of MNR. Ten per cent of the enterprises of the base camp plant with nine per cent of the units and 11 per cent of the capacity are found here. In the case of outpost camp development, 19 per cent of the camps containing 20 per cent of the units and 19 per cent of the capacity are located here. With two exceptions, the 18 base camps are located to the south of the Albany River. The Mininiska Sport Camp is situated on the north shore of a lake that is essentially an enlargement of the Albany River. Winklemann's Makokibatin Lake Lodge is located on the south shore of the same lake.

Dryden and Sioux Lookout Districts

The importance of the Dryden and Sioux Lookout Districts of MNR in relation to base camp facilities is clearly indicated. Each has 16 per cent of the enterprises, 17 per cent of the rental units and the same percentage of the guest capacity. The Dryden District is, however, relatively unimportant in the case of outpost camps, having only two per cent of the developments in Ontario North of 50°, two per cent of the rental units and three per cent of the guest capacity. In contrast, Sioux Lookout District supports 30 per cent of the outpost camps, 31 per cent of the units and 32 per cent of the total capacity.

Red Lake District

About 38 per cent of the non-Indian owned and operated base camps in Ontario North of 50° are located in the Red Lake District. About 37 per cent of the rental units are found here and 35 per cent of the guest capacity. The District supports 26 per cent of the outpost camps with 24 per cent of the units and 25 per cent of the guest capacity. This is the most important administrative unit in the base camp pattern and ranks second, close behind Sioux Lookout, in outpost camps.

There are a number of private camps in the Red Lake District in addition to the commercial operations noted. Boise Cascade owns and

operates Stork Lake Lodge in the Long Legged Lake area. Wamserville Camp is owned by an American corporation. Neither camp takes in guests on a commercial basis.

There are about 14 remote cottages and three private hunt and fish camps in the Woman River drainage basin to the northeast of Ear Falls. Another five remote cottages are located in the Kavanagh Lake area, five in the Stormer/Boughton Lake area, six in the Openhau Lake area and 11 in the Pringle/Storey Lake area to the northeast of Nungesser Lake. The Pringle/Storey Lake group is to the north of Red Lake and accessible only by air. There are probably another dozen private hunting and fishing camps in the southwestern part of the District. Some of the remote cottages and the private camps may be rented for part or most of the season.

Hotels and Motels

In addition to the aforementioned facilities dependent on the tourist market, there are 22 non-Indian owned/operated establishments, with approximately 447 units/rooms and a guest capacity of about 1,340, which are oriented primarily to the business travel and local community markets. While they may serve the accommodation needs of tourists and sportsmen on occasion, and perhaps to a considerable degree in some cases, their prime market lies in another direction.

The pattern is summarized in Table 6, which is included for completeness. Considering the primary objectives of this study, no commentary is considered necessary.

Scale of the Enterprises

The scale of the individual base camps as shown in Table 3 is modest, averaging 7.6 units and a capacity of 30 guests. Except in Moosonee District, the average number of units per base camp ranges from a low of 5.0 for Nipigon to a high of 7.9 for Dryden and Kenora. The range of 7.7 to 7.9 for Kenora, Red Lake and Sioux Lookout Districts is significant since 64 per cent of the enterprises with 65 per cent of the units are located there. Again excluding Moosonee District, average capacities range from a low of 27 in Ignace and Nipigon to a high of 36 in Geraldton. In Geraldton and Sioux Lookout, which together contain 28 per cent of the base camp capacity, average capacities are 35 and 36, while they range between 29 and 34 in Dryden, Kenora and Red Lake, which have 63 per cent of the total capacity for the study area.

The average scale of the outpost camps as shown in Table 4 is also modest. There is an average of 1.1 cabins per outpost camp. Capacities average 6.3 sportsmen per camp, ranging from a low of 4.4 in Cochrane District to a high of 7.4 in Dryden. Values of 6.0 to 6.8

TABLE 6

HOTELS AND MOTELS IN ONTARIO NORTH OF 50° PRIMARILY DEPENDENT ON BUSINESS TRAVEL AND COMMUNITY-CONNECTED SOCIAL FUNCTIONS AND ENTERTAINMENT, MARCH 1982

Community	Hotel/Motel	Year Built or Additions Made	Units/Rooms
Armstrong	King George Hotel Owner, J. Friesen Armstrong	1942	9 Rooms
	Jackpine Hotel Owner, D & L Estates (J. Lundstrom) Armstrong	1950	31 Rooms in 2 buildings with 12 and 19 rooms each
Balmertown	Balmer Motor Hotel Owner, L. Makaynetz Red Lake	1965 1975	18 Rooms 12 Rooms 30 Rooms
Central Patricia	Patricia Hotel Owner, R. Parker Central Patricia	1936	10 Rooms
Ear Falls	Northland Hotel Owner, D. Halowaty Ear Falls	1937	17 Rooms in 2 buildings 9 and 8 each
Hudson	Grandview Hotel Owner, A.M. Young Hudson	NO INFORMATION	
Mackenzie Island (Red Lake Area)	Gold Eagle Hotel Owner, J. Cousineau Mackenzie Island	1937	10 Rooms

TABLE 6 Continued

Community	Hotel/Motel	Year Built or Additions Made	Units/Rooms
Moosonee	Lily Pad(Hotel/Hostel) Owner	NO INFORMATION	
	North Star Lodging Owner, G. Naud Moosonee	NO INFORMATION	
	Polar Bear Lodge (2) Owner, J. Fuller Toronto	-	27 Rooms
Nakina	Nakina Hotel Owner, J. Popowich Nakina	1924 1950	15 Rooms
Pickle Lake	Winston Motor Hotel Owner, R. Koval Pickle Lake	1973 1975	27 Units
Red Lake	Howey Bay Motel Owner, G. Dumontier Red Lake	1960	19 Units
	Red Dog Inn Owner, Zoar Developments Thunder Bay	1970	21 Units
	Red Lake Inn Owner, Ralph Yokiwchuk Red Lake	1946	46 Rooms in 2 buildings with 33 and 13 rooms each
Savant Lake	Four Winds Motor Hotel Owner, D. Mousseau Savant Lake	1973 1978	20 Units
	Savant Hotel Owner, R. Moede Savant Lake	1930	11 Rooms

TABLE 6 Continued

Community	Hotel/Motel	Year Built or Additions Made	Units/Rooms
Sioux Lookout	Lamplighter Motel Owner, J. Southall Sioux Lookout	1974 1979	26 Units
	Seventy-Two Motor Hotel Owner, N. Lee Sioux Lookout	-	24
	Sioux Hotel Owner, R. Davidson Sioux Lookout	1979 1981	26 Rooms
	Welcome Motor Hotel Owner, M Smythe Sioux Lookout	1964 1969 1976	42 Units
	Wellington Motor Inn Owner, B. Bobrowski Sioux Lookout	1973	12 Units
TOTAL	22 Enterprises		447 Rooms(1)

Source: Ministry of Tourism and Recreation, Ontario Fire Marshal's Office and telephone contact with owners/operators

Notes:

(1) Reported units/rooms total 423. The total has been increased to 447 to include an estimate of unit capacity of three establishments for which no information was obtained. With an estimated three-person capacity per unit on an average, total guest capacity would be 1,431.

(2) The decision to include this lodge in the primarily non-tourist market oriented group was arbitrary. Its inclusion does not affect the overall pattern for Ontario North of 50°.

exhibited by outpost camps in Geraldton, Kapuskasing, Kenora, Nipigon, Red Lake and Sioux Lookout include about 75 per cent of the total capacity of the plant.

In spite of the modest average scale, there are some substantial individual outpost camp enterprises, as indicated in the detailed information presented in the Appendix table. This is particularly noticeable in the Districts of Cochrane, Geraldton, Sioux Lookout and Red Lake.

Status of American Ownership

It was somewhat difficult to determine accurately the permanent residence of camp owners from central file information. American owners and Canadian owners not resident in Ontario may list the camp post office address on land use permits filed in district offices of MNR or on tourist operating permits filed in the district offices of MTR. The reason that this situation has arisen is difficult to determine. The fact that non-residents must pay $35 for permits issued by MTR as compared with $25 for resident owners may be a factor. The difference is so small, however, that it is difficult to attribute the situation entirely to cost of the permit. Possibly non-resident owners fear that there will be future attempts to restrict or cancel their permit privileges.

In spite of this constraint, it was possible to determine the status of American ownership of the non-native tourism plant in Ontario North of 50°, as shown in Table 7. About 27 per cent of the enterprises in the base plant containing 25 per cent of the units and 27 per cent of the capacity across the entire study area are American-owned. Approximately 11 per cent of the outpost camps with 12 per cent of the accommodation units and 11 per cent of the guest capacity are owned by American residents.

The pattern of American ownership by MNR administrative district is varied and interesting. On an individual enterprise basis this group is strong in Dryden (33 per cent) and Red Lake (40 per cent). The comparable value for capacity are: Dryden, 40 per cent and Red Lake, 44 per cent. At the other end of the scale, there is no American penetration in the four Districts of Cochrane, Hearst, Kapuskasing and Moosonee. American influence is noticeable in Ignace (22 per cent) and Kenora (20 per cent), modest in Nipigon (14 per cent) and Sioux Lookout (10 per cent), and insignificant in Geraldton (6 per cent).

Penetration North of the 7th and 11th Baselines and the Albany River

A major feature of the distribution of facilities is the penetration of non-native owned and operated base and outpost camps to the north of the 11th baseline in the western part of Ontario North of 50°.

Within the MNR Districts of Red Lake and Sioux Lookout, there are four base camps having a total of 22 cabins plus lodge units with a guest capacity in the order of 102 (Big Hook Wilderness Camp, Keyamowan Lodge, North Spirit Lake Lodge, South Trout Lake Camp). Three of these operations, with about three quarters of the capacity, are American-owned. Four minor concentrations of outpost camps, with a total of about 29 cabins and a capacity of close to 180 sportsmen, are clearly identifiable on the map. In addition, short-term camps are set up at various locations each fall.

TABLE 7

AMERICAN OWNERSHIP OF TOURIST PLANT IN ONTARIO NORTH OF 50°

1982

MNR District	Base Plant						Outpost Camp Plant					
	Enterprises		Units		Capacity		Number		Units		Capacity	
	No.	% (1)	No.	% (1)	No.	% (1)	No.	% (1)	No.	% (1)	No.	% (1)
Cochrane	-	-	-	-	-	-	-	-	-	-	-	-
Dryden	10	33	86	36	389	40	1	10	1	10	5	7
Geraldton	1	6	7	6	40	6	-	-	-	-	-	-
Hearst	-	-	-	-	-	-	-	-	-	-	-	-
Ignace	2	22	7	13	44	18	1	50	1	50	6	55
Kapuskasing	-	-	-	-	-	-	-	-	1	-	-	-
Kenora	4	20	29	18	146	22	1	4	1	4	5	3
Moosonee	-	-	-	-	-	-	-	-	-	-	-	-
Nipigon	1	14	2	6	10	5	4	7	8	13	32	9
Red Lake	28	40	205	41	890	44	26	23	30	26	196	28
Sioux Lookout	3	10	18	8	85	8	14	10	17	11	86	10
TOTAL	49	27	354	26	1,604	28	51	12	58	13	330	12

Source: Appendix

(1) Indicates American-owned percentage of total non-native plant.

South of the 11th baseline and the Albany River, a very high amount of the suitable natural resource foundations for base and outpost camp development has been occupied. Potentials in the unoccupied sections that appear on the map are limited due to forest access road development, timber and pulp harvesting, and weak or over-exploited biological resources.

The future of the sport camp operations in Red Lake District is now threatened because of forest access road construction; the long-range outcome is uncertain. A proposed circular road linking Red Lake to the west and thence to Kenora, as noted in the discussion of transportation infrastructure in a separate volume, would likely introduce a new market element into the community tourist accommodation plant, but at the cost of substantial detrimental impacts on game and sport fish resources.

The isolated pockets of base and outpost camp development beyond the 11th baseline are a tangible manifestation of a powerful pent-up pressure from the south that is poised to move rapidly into this part of Ontario North of 50° if the Ministry of Natural Resources relaxes its present practice of limiting land use permits for sport camp facilities to Indians. In the event of a decision to open the area to non-Indian development, all remaining high-class potential development sites might well be taken up within five years under powerful thrusts from operators, in particular those from the Red Lake, Sioux Lookout and Geraldton areas.

Development pressures are less intense in the eastern parts of Ontario North of 50°, in the MNR Districts of Cochrane, Kapuskasing and Hearst, due in large part to limited exploitable natural resource opportunities. Moreover, the goose camp potentials in Moosonee District have been steadily secured for Indian use.

Recent attempts to penetrate areas to the north of the 7th baseline have been successfully resisted by MNR. In 1969, Hearst Air Services constructed six illegal four-person sport fishing outpost camps, including Pledger Lake, Trilsbeck Lake, Washi Lake, Kapiskau Lake, Muswabik Lake and the Forks at the junction of the Kenogami and Albany Rivers. All cabins were substantial peeled-log structures. No land use permits had been issued for these camps because of the policy ban on non-native camp development. The Ministry of Natural Resources therefore demanded the removal of the structures. Hearst Air Services failed to comply with the order and the Ministry obtained a court judgement at Attawapiskat on March 9, 1982 which levied a fine of $50 per cabin on Hearst Air Services and authorized the removal of the structures. As none were located close enough to Indian settlements to be salvaged, they were razed with the last of the sites to be cleared away by MNR early in the winter of 1982/83. This strong action by the Ministry of Natural Resources in support of its ban on non-native sport camp development in areas to the north of the 7th and 11th baselines is a clear indication of its intent to hold the line until a final policy decision is made some time after the work of the Royal Commission on the Northern Environment has been completed and the Moosonee District land use planning has been finished.

The Boat Cache Program and Institutional Camps

In some districts of MNR in the southwestern part of Ontario North of 50°, boat caches are a notable feature. In the Kenora District, where they appear to be most dense, there may be just over 100 on lakes situated North of 50° and another 25 on lakes scattered along the railway line.

Resource harvesting groups (trappers, rice gatherers) and geological exploration groups have boat caches, but no more than a half dozen are located in the study area. Commercial hunting and fishing camps have set up others. Many are owned by private individuals and used for outdoor recreation activities (hunting, fishing and wilderness travel).

In order to gain an appreciation of the full extent of the boat cache phenomenon, MNR's Kenora District introduced a decal registry program for which no charges were imposed. Other districts will probably introduce a similar program shortly.

As indicated in Table 8, several institutional camps operate in the general vicinity of Moosonee and Red Lake. All but one are local user oriented and have no significance for tourism.

INDIAN OWNED/OPERATED/MANAGED PLANT: 1982

The overall distribution and scale of goose hunting, angling and big game hunting sport camps and of hotel/motel accommodation facilities owned/operated/managed by Indians across Ontario North of 50° are summarized in Tables 9, 10 and 11. The location of the individual establishments is shown on the map in this report. At the conclusion of this section, brief reference is made to hotel accommodation and restaurant/snack bar facilities in the settlements.

Goose Hunting Camps

In 1982, there were 13 Indian owned/operated/managed goose hunting camps in the Tidewater region of Ontario North of 50° and one on the Winisk River at the Wye Rapids. Hannah Bay Camp on the Harricanaw River, owned by the Ontario Northland Transportation Commission, is the only remaining non-Indian goose hunting camp in the Tidewater region. The location of all camps is shown individually on the map prepared for this report.

The total capacity of the Indian camps was 285 hunters and 1,810 hunter-days. If the camps ran at full capacity, and allowances were made for some sportsmen using guides setting up tent camps in the general vicinity of Moosonee and for the operation of Hannah Bay Camp, there probably would be no more than 325 hunters in the region on any

TABLE 8

YOUTH CAMPS IN ONTARIO NORTH OF 50°

MNR District and Camp Identification	Year Started	Description of Camp Location and Structure
Moosonee District		
1. Boy Scouts of Canada Camp, Moosonee		Moose River south of Moosonee - A winter tent camp that was, in fact, used only in summer of 1980
2. Camp Oskiniko RC Diocese of Moosonee	1971	Moose River Crossing area - Boys' and girls' camp used mainly by Indian and Metis - Tent frame accommodation - Large teepee hall structure
3. Northern Mission Fellowship Camp, Pentecostal Church, Moosonee	1968	Moose River Crossing area - Free camp mainly for Indians - Five buildings - Filled for six weeks in summer - 250 to 300 campers per season
Red Lake District		
1. Black Bear Boys Camp Kim Markshaussen Arlington Heights, Illinois		Hatchett Lake - Lodge and cabins - A commercial father and son camp
2. Boy Scouts of Canada		Wenasaga Lake - Not operating for several years

Source: Ministry of Natural Resources, District Offices. No camps North of 50° were recorded in the following Districts: Cochrane, Kapuskasing, Geraldton, Dryden, Sioux Lookout, Nipigon and Kenora.

given day of the goose hunting season. Total sportsman hunter-days would be about 2,000 and the total bird harvest, calculated at the limit of ten geese and six ducks per hunter, would be 3,250 of the former and 1,950 of the latter, assuming that each took his maximum allowable kill. Hunting at this level of intensity places no strain of any consequence on the migrating and locally nesting snow goose, Canada goose and duck populations.

Nine, or 64 per cent, of the camps in the Tidewater region are completely Indian owned and operated. They contain accommodation for 154 hunters, 58 per cent of the capacity of all Indian goose camps in the region, and when operating at full capacity can provide 1,194 hunter-days or 66 per cent. Four of the camps were developed by the Ministry of Natural Resources under the federal-provincial Resources Development Agreement and transferred to local Indian residents between 1966 and 1982. These are all well-constructed facilities that, taken together, contain 44 per cent of the capacity of the camps in this group of nine and offer a similar proportion of the hunter-days. In general, the remaining facilities are less elaborate, one being only a tent frame camp.

Four of the camps developed under this federal-provincial cost-sharing program remain under the ownership of the Ministry of Natural Resources. While they are operated by local Cree Indian managers, the Ministry performs an important supervisory function until the time is propitious for transfer to complete local resident ownership and operation. Active discussions with local Indian bands are under way for the transfer of Kashechewan (Hughes) and Kapiskau camps to local individuals early in 1983 and will begin shortly for Anderson's camp. It is possible that all camps will be transferred before the 1983 season opens, or at least the former two facilities.

Only one non-Indian goose camp operation, the Hannah Bay facility of the Ontario Northland Transportation Commission, remains in the Tidewater region. It contains about eight per cent of the hunter accommodation of the region and supplies about seven per cent of the hunter days.

The Winisk River Goose Camp, owned and operated by the Indians at Webequie, consists of four cabins accommodating 25 hunters. This is the only facility of this type located beyond the Tidewater region of Ontario North of 50°.

Disregarding the tent frame cabin camps and the Sutton River Goose Camp, the eleven more substantial enterprises listed in Table 9 have an average capacity of 21 guests with a range from 20 to 26. Facilities built by MNR under the federal-provincial Resources Development Agreement have an average guest capacity of 20 while those purchased more recently from private non-Indian owners are somewhat larger.

TABLE 9

YEAR ESTABLISHED, LOCATION, DESCRIPTION AND CAPACITY OF INDIAN GOOSE HUNTING CAMPS IN ONTARIO NORTH OF 50°, 1982

Goose Camp	Year Est.	Location	Description	Guest Capacity			
				Camp		Season	
				No.	%	No.	%
I INDIAN OWNED AND OPERATED							
1. Gabe's Goose Camp Gabriel Spence Attawapiskat	1967 by MNR Transferred to G. Spence 1978	Island in delta of Attawapiskat River, 6.4 km downstream from village	7 cabins Cookhouse Sauna Office Walk-in cooler Food storage Cook's cabin Generator shed Underground wiring	20		140	
2. Halfway Point Camp Robert Chilton Moose Factory	1974	James Bay coast -line halfway between Fort Albany and Moose River estuary	4 tent frame cabins	20		140	
3. Papamatao Goose Camp	1970	South shore of James Bay at Bigstone Point	3 tent frame cabins	12		84	
4. Shagamu River Goose Camp Tobias Hunter Fort Severn		Mouth of Shagamu River	4 cabins Cook cabin Power generator	20		140	

TABLE 9 Continued

Goose Camp	Year Est.	Location	Description	Guest Capacity			
				Camp		Season	
				No.	%	No.	%
5. Stoney's Fort Severn Goose Camp Jack Stoney Fort Severn	1963 by MNR Transferred to J. Stoney 1978	South bank of Severn River, 6.4 km from village, 3.2 km from Hudson Bay	5 cabins Kitchen No power No water	20		140	
6. Stoney's Little Goose Camp Jack Stoney Fort Severn		North bank of Severn River, 3.2 km from Hudson Bay	2 buildings European plan Overflow camp	20		140	
7. Sutton River Goose Camp Joe Chookomolin Winisk		Mouth of Sutton River Polar Bear Prov. Park	3 log cabins	18		126	
8. Tidewater Goose Camp James Rickard Moose Factory	1966 Tent camp acquired by MNR and cabins built 1970. Transferred to J. Rickard 1976	Mouth of Missinaibi River	4 cabins Cookhouse Office Freezer	24		144	
9. Winisk Goose Camp Luke Gull John George Koostachin Winisk	1962	South bank of Winisk River on old radar base	Unremodelled barrack bldg 10 rooms kitchen Office	20		140	

TABLE 9 Continued

Goose Camp	Year Est.	Location	Description	Guest Capacity			
				Camp		Season	
				No.	%	No.	%
9. Winisk Goose Camp Cont'd			Steam bath Walk-in cooler Generator shed				
10. Wye Rapids Goose Camp Winisk River Camps		Wye Rapids on Winisk River	4 cabins	25		100	
Subtotal I		10 camps	39 cabins/rooms 7 tent frames	199	70	1,294	71
II MNR OWNED AND SUPERVISED, INDIAN MANAGED							
1. Anderson's Goose Camp MNR Moosonee	1958 Acquired by MNR 1976	Ball Island Mouth of Albany River 8 km downstream of Fort Albany 3.2 km from James Bay	5 Cabins Dining room Sauna Food storage Log construction	24		144	
2. James Bay Goose Camp MNR Moosonee	Acquired by MNR 1981	North Bluff Point, James Bay coast	About 10 buildings Dormitory sleeps 16 Dining room Cooler Walk-in freezer Generator shed Showers	16		96	

TABLE 9 Continued

Goose Camp	Year Est.	Location	Description	Guest Capacity			
				Camp		Season	
				No.	%	No.	%
3. Kapiskau Goose Camp MNR Moosonee	1966	North bank of Kapiskau River 1.2 km down-stream from abandoned Hudson's Bay Co. post	7 cabins Dining room Cook's cabin Toolshed Sauna Office Generator shed Walk-in cooler Underground wiring	20		120	
4. Kashechewan (Hughes) Goose Camp MNR Moosonee	1958 Acquired by MNR 1976	Island on north channel at mouth of Albany River	8 cabins Auxiliary buildings Substantial camp	26		156	
Sub-total II		4 camps	30 cabins	86	30	516	29
TOTAL Indian Goose Hunting Camps		14 camps	69 cabins 7 tent frames	285	100	1,810	100
III NON-INDIAN CAMPS (shown for completeness and comparison purposes)							
1. Hannah Bay Camp ONTC North Bay	1947	East bank of estuary of Harricanaw River	6 cabins Lounge Kitchen/dining room Freezer, Sauna Smokehouse, Telephone	(24)	(8)	(144)	(7)

Source: District offices of Ministry of Natural Resources and Department of Indian Affairs and Northern Development.



Plate 2: A successful day at Kapiskau goose camp

The Cree Indian goose camps, as indicated by their average size and the description of buildings shown in Table 9, are substantial facilities comparable in scale to base camps on the Shield used for angling and big game hunting. Considering that they are operated for only a brief fall hunt of 21-days' duration, capital and maintenance costs are high. Prospects for the use of the facilities in the summer season for a variety of activities including angling, sightseeing and nature observation require serious consideration.

Angling and Big Game Hunting Camps

About a dozen individual Indian enterprises operated 33 fishing camps in Ontario North of 50° in 1982. Some sport hunting was conducted from these facilities, primarily for moose and bear. In total, the camps contained about 74 cabins or rooms and had a guest capacity of 295.

The distributional pattern is uncomplicated and therefore requires limited comment. However, several distinct regional groupings on the basis of general location and broad physiographic divisions are immediately recognizable.

In the eastern part of Ontario North of 50°, the camps occur in two minor concentrations, at Hawley Lake and in the Kesagami Lake area. The former is situated in the midst of a unique Precambrian rock outcrop in the Lowlands to the west of Winisk and the latter on the northern margin of the Shield near its contact with the Lowlands south of Moosonee. In combination, these groupings support eight camps with a total of eight or ten cabins and a capacity for about 41 guests. About ten per cent of the cabins with perhaps 14 per cent of the guest capacity of all Indian angling and hunting facilities in Ontario North of 50° are situated here.

The main strength of the Indian owned and operated fishing and big game hunting camps is focused on the Canadian Shield to the north of the Albany River in the central portion of Ontario North of 50°. Here, six major enterprises operate 24 camps, one of which is the elaborate Ogoki Wilderness Lodge. They contain well over 50 rooms and cabins or 72 per cent of the Indian angling and hunting plant in the study area. In combination, they can accommodate about 225 guests or 76 per cent of the total for all Indian sport camps of this type.

Another minor concentration of camps on the Shield occurs in the Big Trout Lake area, where there are three camps with a total of six cabins having a capacity of 36 guests. This is about 12 per cent of the Indian owned/operated plant in Ontario North of 50°. Included in this grouping is the attractive Bug River Camp.

If the unique Ogoki Wilderness Lodge is removed from consideration, an interesting and useful appreciation of the scale of operations can be gained. The 32 remaining camps contained 59 cabins or an average of 1.8 per camp. The camps had an average capacity of eight guests and the cabins four guests.

Indian Interest in Future Sport Camp Development

Interest in sport camp development is strong in many Indian settlements in Ontario North of 50°, but substantial constraints have been present. Numerous proposals for funding submitted by bands to the Department of Indian Affairs and Northern Development have been delayed, due in part to the unsatisfactory financial experiences at the Bug River Camp in 1981 and 1982, at the Ogoki Wilderness Lodge and by the Fort Hope Development Corporation. It is felt that many communities do not have a clear understanding of what is involved and are perhaps thinking largely in terms of a fund of money to be tapped. Some Indian operators may see themselves more as entrepreneurs and managers who travel to sport shows and talks, not adequately appreciating the sustained work load and hard management decisions involved.

As well, some MNR district administrators have delayed or refused the issuance of land use permits on the grounds that there was no required base accommodation in the settlements or that lake surveys to determine camp potentials were not yet completed. The Indians have sometimes regarded this as stalling until the district land use plans of MNR are finished, whereupon non-Indian operators could move in and take up the best remaining potentials.

Given the interest of the local Indian population and the pent-up pressure of the non-Indian operators to the south to move in large numbers into the areas to the north of the Albany River and the 7th and 11th baselines, the time is propitious for sound comprehensive planning to ensure maximum sustained exploitation of the resource potentials present. In any event, it is probable that there will be substantial Indian development, possibly starting in 1983 on an individual, uncoordinated, project by project basis.

The nature and strength of the interest in future development vary considerably between the administrative districts of DIAND. A brief summary based on discussions with provincial and federal administrators follows.

In James Bay District, which includes the Hudson Bay Lowlands, goose camps occupy the centre of attention due in large part to past events and to the limited opportunities for sport angling and hunting. The inventory of natural resources now under way in the Moosonee District of MNR may identify strong pockets of development potential that would stimulate interest in the extension of the season for goose camps or the development of new camps primarily concerned with angling and hunting.

The most suitable operational pattern for the James Bay Goose Camp at North Bluff Point, acquired by MNR in 1981, is now under discussion. Several alternative uses have been cited and should be fully explored in a concept feasibility study to be conducted by MNR or by a private consulting group under contract to the Ministry. In addition, or perhaps as an alternative, to goose hunting, the camp might function as an accommodation facility for natural history programs operated as an adjunct of the Polar Bear Express. The Canadian Wildlife Service has used the camp as a field research base in recent years and might develop some form of demonstration project to increase the tourist attraction of the site. Unfortunately, water access is difficult and unreliable; strong ebb tides often make it difficult to leave the estuary of the Moose River. Under normal water conditions the camp is about two kilometers from shore; with strong offshore winds that drive the waters across the shallow foreshore, it may be necessary to beach as far as six kilometers away. When the camp operated as a private goose camp, a runway sufficient to take a DC3 was available on the beach ridge, but this disturbed geese in the adjacent hunting areas. Possibly backpackers travelling on the Polar Bear Express could hike the approximately 16 kilometers overland from Moosonee to the camp.

TABLE 10

YEAR ESTABLISHED, LOCATION, DESCRIPTION AND CAPACITY OF
INDIAN ANGLING AND HUNTING CAMPS IN ONTARIO NORTH OF 50° BY MNR DISTRICT, 1982

Camp	Year Est.	Location	Description	Capacity
A. MNR COCHRANE DISTRICT				
1. Angie's Sport Fishing Joe Angie Noelville		Base Camp Totem Point Lodge Upper Kesagami Lake South of 50°		
		Outpost Camps(3) Small lake 5 km SE of New Post 306-142 Small Lake Maund Twp 200-82 Echo Lake just south of 50°	3 cabins	15
2. Keewatin Kino-Shoo Sport Camp Sinclair Cheechoo Moose Factory	1975 under IEDF	Base Camp East Shore of Kesagami Lake	2 cabins	8
Subtotal A, Cochrane District		Base Camp 1 Outpost Camps 3	2 cabins 3 cabins	8 15

TABLE 10 Continued

Camp	Year Est.	Location	Description	Capacity
B. MNR GERALDTON DISTRICT				
1. Fort Hope Development Corp. Camps Louis Waswa et al. Fort Hope	1969 1969 1971 1973 1973 1979 1979 1980	Kenozhe Lake Triangular Lake Peninsular Lake Machawaian Lake Purchase Lake Opikeigen Lake Spence Lake Trading Lake	2 cabins 2 cabins 2 cabins 2 cabins 2 cabins 1 cabin 1 cabin Est. 2	10 10 8 10 10 8 6 10
		Sub-total	14 cabins	72
2. John's Camps John Baxter Fort Hope	1966 1973 1973 1977	Grassy (Teabeau) Lake Albany River, Nottick Island North Shore Washi Lake Attawapiskat River, west side Pym Is.	1 cabin 1 cabin 1 cabin 2 cabins	4 4 4 10
		Sub-total	5 cabins	22
3. Lansdowne House Camps J. Moonias and Peter Ostamus Lansdowne House	1973 1977 1979 1979	Eyes Lake Bateau Lake Blackbush Lake Richter Lake Windsor Lake	2 cabins 2 log cabins 1 cabin Est. 1 1 log cabin	6 10 6 6 7
		Sub-total	7 cabins	35

TABLE 10 Continued

Camp	Year Est.	Location	Description	Capacity
B. MNR GERALDTON DISTRICT				
4. Winisk River Camps M. Suganqueb and P. Jacob Webequie	Begun 1968 Permits issued			
	1971	Winisk River, Bearhead	2 cabins	11
	1971	Winisk River, Tashka	2 cabins	11
	1973	Ashweig River, Croll Lake	2 cabins	10
	1973	Ashweig River, Sourdough Rapids	2 cabins	12
	1973	Ashweig River, Straight Lake	2 cabins	10
	1978	Winisk River, First Rapids	2 cabins	11
		Sub-total	2 cabins	65
Subtotal B, Geraldton District		24 camps	38 cabins	194
C. MNR MOOSONEE DISTRICT				
1. Albert Chookomolin's Sport Fishing Camp A. Chookomolin Hawley Lake via Winisk	1980	Northwest shore Hawley Lake	4 log cabins (Anglers bring own Coleman stove and food)	6
2. Joseph and Madeline's Hunting and Fishing Camp J. & M. Chookomolin Hawley Lake via Winisk	1979	Northwest Shore Sutton Lake near Sutton Narrows	2 log cabins Sauna Shed	6

TABLE 10 Continued

Camp	Year Est.	Location	Description	Capacity
C. MNR MOOSONEE DISTRICT				
3. Joseph Chookomolin's Sport Fishing Camp J. Chookomolin	1979	Northeast shore Hawley Lake	1 or 2 plywood buildings of 10 buildings on home area	6
4. Wheesk Angling Camp	1982	Under development		
Subtotal C, Moosonee District		3 camps	8 cabins	18
D. MNR NIPIGON DISTRICT				
1. Ogoki Wilderness Lodge Ogoki River Guides Manager: Phil Robinson Under contract		South shore Whitewater Lake (Ogoki Reservoir)	2-storey log lodge, 15 bedrooms with bath and fireplace One of best facilities North of 50°	30
E. MNR RED LAKE DISTRICT				
1. Loree Lake Camps Morley Meekis Deer Lake		Outpost Camps Cobham Lake Loree Lake Swain River	Under Construction	

TABLE 10 Continued

Camp	Year Est.	Location	Description	Capacity
F. MNR SIOUX LOOKOUT DISTRICT				
1. Big Trout Lake Northwest Shore Camp		Outpost Camps Northwest shore Big Trout Lake	2 cabins	8
2. Birch Point Camp	1971	Outpost Camp Big Trout Lake	1 cabin	8
3. Bug River Camp Indian Affairs		Base Camp South shore Big Trout Lake	3 cabins + Managers cabin	20
4. Fawn River Camp Indian Affairs	1971	Outpost Camp Downstream from Big Trout Lake	(2 cabins) Not operational	(8)
Subtotal F, Sioux Lookout District		3 camps	6 cabins	36
TOTAL Indian Angling and Hunting Camps		33 camps	72 cabins/rooms	301

Source: District offices of Ministry of Natural Resources and Department of Indian Affairs and Northern Development.

While the camp is exposed to strong cold winds blowing off the bay, some winter use might be developed. An opportunity and feasibility study might reveal a broad field of market and natural resource opportunities and constraints, of interest in any consideration of prospects for a broadening of the operating base of goose camps in the Tidewater region into summer and, perhaps, winter activities.

There has been a continuing interest in angling and hunting camp operations in the Indian communities of Webequie, Fort Hope and Lansdowne House in DIAND's Nakina District since the late 1960's and perhaps even earlier. Further growth is almost certain. In 1982, the Constance Lake Band expressed an interest in obtaining land use permits from the Hearst District of MNR to build and operate camps at the upper end of the Rogers Road in Rogers Township and also near Indian Reserve 166. The Ministry indicated a willingness to comply. Guests would be flown into the camps from Carey Lake by Hearst Air Services and from Forde Lake by Forde Lake Air Services. Moose hunting would be conducted in the vicinity of the camps and river angling on the Kabinakagami River between the camps. A wilderness canoe trip to the Albany Forks and possibly to the coast could be developed.

Indians at Osnaburgh House, accessible by provincial highway, have engaged a representative of Canadian Executive Services Overseas (CESO) to conduct a cursory evaluation of potentials in the immediate vicinity of the community for sport camp development. Some site-specific project development planning and proposal preparation could follow.

In that part of Ontario North of 50° situated within the Sioux Lookout District of DIAND, sport camp development has occurred in only two of 18 Indian communities; the Bug River Camp of Big Trout Lake was started in 1977 and the Fawn River Camp of the Angling Lake Band was built in 1981. Judging from the extent of interest recently expressed, it is reasonable to assume that there will be extensive development-oriented activity in this district once the underlying constraints are lifted.

About four years ago, the Deer Lake Band, which operated a tent frame moose hunting camp and one fishing cabin, was discussing the development of a large-scale enterprise involving about $500,000 in investment in 16 fully-equipped cabins. It would appear that each Indian wanted to manage a cabin while others guided; the concept appears unrealistic.

In general discussions with the Sioux Lookout District administrators of DIAND, representatives of Cat Lake, Round Lake and Bearskin Lake Reserves have mentioned a desire to enter the sport camp development field. Nothing of substance has been done to date.

In 1980, the Sachigo Lake Band submitted a request to the Red Lake District of MNR to obtain a land use permit for a camp on Echoing Lake.



Plate 3: Angling party breaking for lunch on the Sutton River, Hudson Bay Lowlands

This was refused on the grounds that no survey of the carrying capacity of the lake had been completed and that no permit could be granted for an outpost camp without a main base camp or satisfactory accommodation in the community to meet the needs of guests in transit to and from the outpost camp. The Band is now considering a motel type of accommodation on the Reserve which would serve as a staging facility for sportsmen arriving by plane. The development would essentially involve taking over a DIAND facility already in place.

Ernie and Joe Crowe have discussed the development of a goose hunting camp about 65 kilometers northwest of Fort Severn, requesting a $40,000 grant from the Sioux Lookout District of DIAND for this purpose. Before issuing a land use permit, MNR wants the prospective operators to present a pro forma statement indicating the anticipated scale of the operation and market prospects. Moreover, MNR wishes to ascertain possible impacts on the present goose camps at Fort Severn. There may be a suspicion that the Indians could be the front for an operator flying out of Fort Frances.

Cabin and Hotel Accommodation and Restaurant/Snack Bar Facilities in the Communities

In recent years, some interesting and encouraging Indian owned and operated tourist-related accommodation and restaurant facilities have been established in the Tidewater region and at Fort Hope. While tourism is expected to provide only a modest portion of the total revenue (government, resource exploration and research parties are the major elements), these facilities represent the initial ventures of a local band or individual Indian entrepreneurs in the field.

In 1981, the first Indian owned and operated hotel-type accommodation enterprises in the Tidewater region were opened at Kashechewan and Attawapiskat. While sportsmen and landscape tourists will be accommodated in these facilities, the main immediate market is expected to be government personnel, business travellers and research workers. If these entrepreneurs are succesful, similar facilities may be built in Fort Severn, Fort Albany, Moose Factory and several other settlements in Ontario North of 50° within the next few years.

The Kashechewan (Kash) Inn, a Band owned and operated facility, was approved for funding under the Socio-Economic Development Fund of the James Bay District of the Department of Indian Affairs and Northern Development in May 1981 with the estimated capital cost at completion being about $70,000. The inn accommodates eight persons in four rooms. Bedding, linen and light housekeeping facilities are provided with the guests bringing their own food and doing their own cooking. Rates have been tentatively set by the Band at $32 single and $64 for two per night. Possibly the double rate will be reduced to $56.

The Attawapiskat (Joe's) Motel, owned by Mr. Joe Okimau, will accommodate ten people in five rooms. This also is a light housekeeping arrangement in which the guests bring their own food. Rates are currently set at $28 per person per night but are scheduled to increase to $32 single and $64 double when the inn is completed. The development history of this facility is somewhat more complicated than that at Kashechewan. Mr. Okimau purchased the former Hudson's Bay Company Staff House at Attawapiskat and repaired it. With this as an equity of $9,480, he applied to the economic development group of DIAND for a loan of $10,200 to move the building to a new site and to connect with sewer and water facilities of the school. The application was approved in August, 1980.

At Fort Hope, the local development corporation owns and operates a six-room hotel under the management of Mr. L. Waswa. It meets the needs of business travellers and at times supplies accommodation to sportsmen in transit to angling and hunting camps.

Of the 18 communities in the Sioux Lookout District of DIAND, there is reasonably good cabin accommodation at Sandy Lake, Big Trout Lake and Round Lake. This type of accommodation at Pikangikum and Fort Severn is poor. There appears to be adequate traffic at a number of communities in this district to support small hotel development.

TABLE 11

YEAR ESTABLISHED, LOCATION, DESCRIPTION AND CAPACITY OF INDIAN HOTELS AND MOTELS IN ONTARIO NORTH OF 50°, 1982

Hotels and Motels	Year Est.	Location	Description	Capacity
1. Fort Hope Hotel Fort Hope Development Corp. Fort Hope		Fort Hope	6 rooms	12
2. Joe's (Attawapiskat) Motel J. Okimau Attawapiskat	1981	Attawapiskat	5 rooms	10
3. Kash Inn Kashechewan Band Kashechewan	1981	Kashechewan	4 rooms	8
TOTAL Indian Hotels and Motels		3 enterprises	15 rooms	30

Source: District offices of Ministry of Natural Resources and the Department of Indian Affairs and Northern Development.

DIAND has had a cabin at Big Trout Lake for many years, constructed for the use of government personnel travelling in the area. It has been used on numerous occasions by anglers at the Bug River Camp unable to get in and out because of poor weather conditions. The Band expressed an interest in taking over the cabin and building a hotel of its own. There appears to be a considerable volume of traffic here, including government personnel, anglers, and drilling exploration crews, to support such a facility. The Band was granted $12,500 in 1981 to complete a feasibility study for a band office and a hotel. As the latter received no attention in investigations, a request was made in 1982 for additional funding for this purpose.

At Bearskin Lake, a three-bedroom log cabin was built for tourist use in 1981. Actually, it is too crude for these purposes having no water and no washing facilities, a 45-gallon drum as a heating stove and a two-burner Coleman stove for cooking.

The business viability of restaurants and snack bars in Indian communities in Ontario North of 50° must rest primarily on the local market. In special situations, such as at Moose Factory, tourism can provide an important supplemental market opportunity, possibly moving the operation into a very attractive profit position.

In this study, no complete inventory of facilities of this type in Ontario North of 50° was undertaken. Some known operations are mentioned briefly.

In 1981, Mr. James Rickard, the owner/operator of the Tidewater Goose Camp, opened a temporary snack bar in a building in the Indian residential section of Moose Factory, primarily for tourists. Business proved to be good on a 12-month basis, so he erected a larger sheet-metal building in the spring of 1982 as a restaurant and snack bar that will be operational on an all-year basis.

TABLE 12

INDIAN OWNED AND OPERATED HOTEL-TYPE ACCOMMODATION FACILITIES IN THE TIDEWATER REGION, 1981

Item	Kashechewan (Kash) Inn	Attawapiskat (Joe's) Motel
Owner	Local Band	Joe Okimau
Financed Under	Social/Economic Development Fund DIAND	Owners Equity Indian Eskimo Development Fund of DIAND
Estimated Capital Cost and Scale	$70,000 4 rooms - Eight person capacity - Housekeeping	$20,000 5 rooms - 10 person capacity - House-keeping
Rates (Tentative) per Night	$32 single $64 double	$32 single $64 double

Source: Department of Indian Affairs and Northern Development, James Bay District.

At Big Trout Lake, a building providing food service and having two pool tables was completed and opened for six days in 1978 for the winter carnival. Because of the substantial transient population at Big Trout Lake, it could be a very profitable, labour-intensive venture. A good profit was shown in the initial stages of the operation. In July 1980, the bank balance totalled $5,000, but by December 1980 there was a deficit of $13,000. By January 1981, the deficit had been reduced to $2,300. Once again, management decisions, particularly Band diversion of funds to other projects and the creation of employment beyond the operating needs of the facility, appear to have given rise to financial difficulties.

At Fort Severn, Mr. Jack Stoney has successfully operated a restaurant/snack bar facility in conjunction with a pool hall for a number of years.

DEMAND AND MARKETING

In the initial treatment of this vital topic, a general background is presented. The brief statement of the major market segments and their primary accommodation facility requirements relative to Ontario North of 50° establishes the general parameters of the demand pattern. On the basis of the findings of a study of the hunting and fishing lodge industry in 1977, the salient features of the demand pattern for all northern Ontario are presented.

Attention then shifts to the more specific aspects of the demand and marketing patterns for facilities in Ontario North of 50°. Included in the group are the Polar Bear Express, Indian goose camps and Indian angling and hunting facilities.

A MARKET SEGMENTATION VIEW

As indicated in Chart 2, past experience indicates the presence of two distinct segments in the commercial hunting, angling and wilderness travel market available to Ontario North of 50°. Each market has its unique set of associated facility and service demands, and natural environmental needs.

CHART 2

ENVIRONMENTAL DEMANDS AND FACILITY AND SERVICE REQUIREMENTS OF THE COMMERCIAL HUNTING, ANGLING AND WILDERNESS TRAVEL MARKET IN ONTARIO NORTH OF 50°

Market	Environmental Demands	Facility and Service Requirements
Vacation	Multiple natural recreation opportunities in a northern setting Angling, hunting and whitewater canoeing in a remote wilderness setting are a secondary consideration	Luxury resort or Moderate cabin/cottage
Remote Wilderness Adventure	High quality undeveloped remote natural angling, hunting and canoe/snowmobile travel opportunities	Modest base and outpost camps with wilderness travel facilities or Luxury lodge and outpost camps

Due to climatic limitations, the multiple activity type of vacation market is closed to most of Ontario North of 50°. Highway locations in its southwestern sections in the vicinity of Sioux Lookout and southward from Red Lake represent modest exceptions. Here, natural landscape attributes have sufficient strength to attract and satisfy those on a highway landscape tour or those seeking a composite activity outdoor vacation, possibly on a family basis, of angling, boating, hiking, beaching/bathing, wildlife observation or local landscape touring. This southwestern area, however, does not possess the resource strengths to meet the needs of the multiple activity, luxury resort market. The focus of marketing therefore must be on middle-income groups seeking moderately priced, highway-accessible cabin/cottage accommodation for their annual vacation, and on retired people with similar requirements for perhaps a slightly longer duration. The exclusion of Ontario North of 50° from the multiple activity, luxury resort market represents a significant limitation for tourism development which must be recognized and accommodated in future planning.

The natural and cultural supply factors available for tourism development over most of Ontario North of 50° clearly indicate that the remote wilderness angling, hunting, canoeing, and snowmobile adventure travel market is the component on which the bulk of attention should be focused. It would appear that the major demand in this case is for modest base and outpost camp facilities with guided wilderness canoe and snowmobile landscape tours. Excessive commercialism and comfort can dissuade the large portion of the market who are experienced or semi-experienced campers able to take care of themselves and for whom a degree of roughing-it is part of the enjoyment. Quality angling, hunting and wilderness environment are the main supply demands.

There is an upper limit to the tariffs that the market for remote sport camps will bear, after which there is a sharp, dramatic drop in demand. Alternative angling, hunting and adventure opportunities are available in other parts of North America and abroad. The strength of the market demand for high-priced, luxury angling and hunting lodges in Ontario North of 50° remains highly uncertain. A serious investigation of this prospective market is required immediately because of the high local employment and income that might be generated by luxury facilities. In effect, this market, if it could be feasibly tapped by Ontario North of 50°, could represent the key to a more economically efficient utilization of the natural sport fishing and hunting resources of Ontario North of 50°.

The train excursion market for the Polar Bear Express and the Moosonee/Moose Factory destination area facilities represents a special component of the vacation market, namely the landscape tour based on the package bus trip or private automobile party moving across or into the northeastern portion of northern Ontario. The demand is for moderately priced accommodation, or no accommodation at all in the case of the same-day-return excursion trip from Cochrane. Same-day-return travellers represent the major component of the total volume of tourists using the Polar Bear Express.

AN ALL NORTHERN ONTARIO PERSPECTIVE: 1977

From an overview of the results of the demand and market survey completed in 1977 as part of the study of the hunting and fishing lodge industry in all of northern Ontario [32], some useful insights can be obtained relative to the objectives of this study. Unfortunately, extreme caution must be exercised in applying the general patterns and specific statistical measures to Ontario North of 50°, especially to sport camp operations in remote areas.

Trip Motivation

As would be expected from a study of the fishing and hunting industry in northern Ontario, sporting activities were shown to be the dominant motivational factors for trips. This was the case with 92 per cent of the Americans and 55 per cent of the Canadians. Angling is clearly the foundation of the demand.

TABLE 13

PURPOSE OF VISITS TO FISHING AND HUNTING CAMPS IN NORTHERN ONTARIO, 1977

Main Purpose of Trip	Americans %	Canadians %
Sport Activity		
Fishing	84	34
Hunting	4	15
Wilderness Travel	4	6
Sub-Total	92	55
Family Vacation (some hunting & fishing)	10	28
Family Vacation (no fishing & hunting)	2	14
Camping/Sightseeing	1	3
Other	1	4
No Response	1	-
TOTAL (Multiple Responses)	107	104

Source: Reference [32]

The situation with respect to the family vacation as a main trip purpose is significant for Ontario North of 50°. The percentage values reflect the presence of a large number of operations in the more southerly locations in northern Ontario which have moved into the family vacation market over the years as the remote frontier flavour and the quality of the fish and game resources began to decline markedly. Operators North of 50° cannot successfully make such a shift due to climatic limitations. Of importance, Americans do not seem to be attracted by the new family vacation image and opportunities.

Residential Origin

In terms of residential origin, Americans dominated the market pattern, representing two-thirds (66 per cent) of the guests. Residents of the north central United States (Illinois, Indiana, Iowa, Kansas, Michigan, Nebraska, North Dakota, Ohio, South Dakota, and Wisconsin) were the major group (55 per cent). Ontario residents (27 per cent), especially those from the south (18 per cent), represented the second important market. Those living in other Canadian provinces and countries other than the United States were insignificant in the total market pattern.

An important difference in market residential origin patterns of the eastern (Cochrane, Temiskaming), central (Thunder Bay), and western (Kenora) portions of northern Ontario is immediately evident from the data presented in Table 14. In the eastern Cochrane/Temiskaming area, Ontario residents dominated (56 per cent); they decreased towards the central sections (Thunder Bay, 22 per cent) and fell off sharply in the western area (Kenora, four per cent). This is largely a reflection of distance from the major urban centres of southern Ontario. The reverse pattern is observed for Americans, who dominated the western parts (Kenora, 89 per cent), and the central portions (Thunder Bay, 72 per cent), but declined rapidly towards the east (Cochrane/Temiskaming, 38 per cent). These patterns were substantiated in discussions with the operators of facilities in the southern part of Ontario North of 50° and along major highways immediately to the south. They are not applicable, however, to sport camp operations in the remote northern parts of the study area.

The majority of the Canadian guests resided in metropolitan areas (59 per cent), mainly in centres with a population of 50,000 to 1 million (39 per cent). The comparable values for American guests were lower, 39 per cent and 23 per cent respectively. Rural and small urban centres represented a very important recruitment pool in the case of American guests (57 per cent). The corresponding statistic for Canadians was markedly lower (38 per cent).

TABLE 14

ORIGIN OF GUESTS BY GEOGRAPHIC LOCATION AT FISHING AND HUNTING CAMPS IN NORTHERN ONTARIO, 1977

Geographic Origins of Guests	Ontario Tourism Administrative Districts							
	Cochrane/ Temiskaming		Thunder Bay		Kenora		All Northern Ontario	
	No.	%	No.	%	No.	%	No.	%
N. Ontario		20		13		2		9
S. Ontario		36		9		2		18
Sub-Total Ontario		56		22		4		27
Other Canadian		5		3		7		4
Sub-Total Canadian		61		25		11		31
N.E. USA		14		3		2		8
N.C. USA		18		62		81		53
Other USA		7		7		6		5
Sub-Total USA		39		72		89		66
Other Countries		1		3		-		1
TOTAL		100		95		100		
No Response	40		53		130		502	

Source: Reference [32]

Party Composition

Data for party composition are of interest. Among American guests there was a reasonably even distribution between parties composed of family only (33 per cent), non-family groupings (39 per cent) and a mixture of both (27 per cent). In the case of Canadian parties, just over one-half (51 per cent) consisted solely of family members, possibly reflecting the higher proportion of vacationing groups among Canadian guests. Unfortunately, the natural resource foundations of a large part of Ontario North of 50° are not suitable for the requirements of the family vacation holiday.

TABLE 15

ORIGIN OF GUESTS BY COMMUNITY TYPE AT FISHING AND HUNTING CAMPS IN NORTHERN ONTARIO, 1977

Community Type	American	Canadian
	%	%
Metropolitan Areas		
Large (pop 1 million)	16	20
Small (pop 50,000 to 1 million)	23	39
Sub-Total	39	59
Small Urban (pop less than 50,000)	27	18
Rural	30	20
No Response	4	2

Source: Reference [32]

Socio-Economic Profile Characteristics

Data for age composition showed that Canadians entering the market were younger than Americans. About 30 per cent of the Canadians were 24 to 34 years of age compared with 16 per cent for the Americans. Sixty-seven per cent of the Canadian guests were between 35 and 44 compared with 40 per cent for the Americans. In the age groups 45 to 64, the proportions for Americans (44 per cent) and Canadians (42 per cent) were roughly similar.

Interestingly, the retirement age group of 65 years and over was not strongly represented: Americans ten per cent and Canadians four per cent. Considering the overall age distribution of the North American population, it would appear that the considerable early retirement market was under-exploited, especially for angling.

TABLE 16

SOCIO-ECONOMIC PROFILES OF GUESTS AT FISHING AND HUNTING CAMPS IN NORTHERN ONTARIO, 1977

Parameter	American	Canadian
	%	%
Party Composition		
Family Only	33	51
Non-Family	39	28
Both	27	18
No Response	1	3
Age Class		
25 years and under	3	6
25-34 Years	16 } 40	30 } 57
35-44 Years	24 }	27 }
45-54 Years	26 } 44	21 } 32
55-64 Years	18 }	11 }
65 Years and over	10	4
No Response	2	-
Marital Status		
Single	7	14
Married	88	80
Widowed/Separated/Divorced	4	6
No Response	1	-
Occupation		
Professional	18 } 40	16 } 42
Owner/Executive/Manager	22 }	26 }
Sales	7	8
White Collar	7	12
Skilled Labour	22	24
Unskilled Labour	4	6
Farmer	3	-
Homemaker	1	-
Retired	13	6
Unemployed	-	-
Student	1	-
No Response	2	1

TABLE 16 Continued

Parameter	American	Canadian
	%	%
Income Class		
$15,000 and under	14	9
$15,000-19,999	18	15
$20,000-24,999	17	18
$25,000-29,999	14	21
$30,000-34,999	10	12
$35,000 and over	22	17
No Response	5	7

Source: Reference [32]

Married persons dominated the guest composition: Americans 88 per cent and Canadians 80 per cent. In one sense the pattern is a logical consequence of age composition. On the other hand, when the substantial and growing percentage of divorced and separated people in North American society is considered, the percentage values for this group (American, four per cent and Canadian, six per cent) are low.

In the occupational context, the owner/executive/manager (American, 22 per cent and Canadian, 26 per cent) and the skilled labourer (American, 22 per cent and Canadian, 24 per cent) were the most strongly evidenced in the guest pattern. Professional people (American, 18 per cent and Canadian, 16 per cent) were also prominent. The retired category (American, 13 per cent and Canadian, six per cent) ranked a considerably distant fourth.

There is a surprisingly even distribution by income class considering the strong concentration of professional and owner/executive occupation classes previously noted. About 32 per cent of the American guests and 24 per cent of the Canadian guests earned less than $20,000. Only 32 per cent of the American and 14 per cent of the Canadian guests earned over $30,000. This appears to be a middle-to-lower middle-income market, something that could have major implications for the scale and sophistication of future tourist facility planning and development in Ontario North of 50°.

Occupancy Rates

The occupancy rates by month revealed the seasonal rhythm of demand. The patterns and individual values displayed in Table 17 have varying degrees of relevance for the situation in Ontario North of 50°, and therefore must be applied with reservation and discretion.

There were marked differences between the districts in the monthly occupancy rates for all facilities. The patterns for the administrative districts of Thunder Bay and Kenora were typical for those of the southern parts of Ontario North of 50° in that there was a high rate of occupancy in the spring fishing season (May and June) ranging from 79 to 96 per cent, and an easing of demand in the summer months (July and August) with rates ranging from 53 to 69 per cent. September occupancy was primarily in response to improved fall angling potentials. In contrast, the pattern for Cochrane/Temiskaming, with its pronounced strength in the high summer season (July, 93 per cent and August, 84 per cent), probably reflected a high proportion of operations located along Highway 11 and dependent on highway tourist traffic and also operations well to the south where the summer family vacation dominates. It certainly was not typical of sport camp operations located immediately to the south of Ontario North of 50° where spring angling opportunities resulted in high May and June occupancy rates.

The pattern of occupancy rates for the outpost camps was typical of most similar operations in the southern parts of Ontario North of 50°. The pronounced emphasis on the spring fishing season (May and June), when occupancy rates ranged from 96 to 98 per cent signifying virtually complete occupancy, is obvious. The decline in the high summer season of July and August in the Kenora District, with rates ranging from 42 to 45 per cent, was typical. In the Thunder Bay District, summer season occupancy rates were maintained at a somewhat higher level (57 to 64 per cent), perhaps due to a stronger mixed fishing and vacation business in its southerly parts. The recovery of occupancy rates in the fall angling season, characteristic of locations in the southern parts of Ontario North of 50°, was clearly evidenced in the statistics for Kenora (September, 56 per cent and October, 76 per cent). Fall hunting was also an important factor in this case.

The trailer site enterprises, for which occupancy rates were shown only on an all-northern Ontario basis, were confronted with two major problems. First, all-season occupancy rates (18 per cent) were below requirements for business viability. Second, the monthly range from a low of five per cent in May and October to a high of only 35 per cent in July was hopelessly unacceptable. Only primitive facilities involving limited capital investment, perhaps offering little more than a field in which to park, could survive with these levels of occupancy. The situation has obvious disturbing implications for the future planning and development of facilities of this type in Ontario North of 50°.

TABLE 17

OCCUPANCY RATES FOR THE FISHING AND HUNTING LODGE INDUSTRY IN NORTHERN ONTARIO, 1977

Occupancy Rates	Cochrane/ Temiskaming	Thunder Bay	Kenora	All Northern Ontario
	%	%	%	%
All Facilities				
May	38	96	79	
June	37	93	90	
July	93	69	53	
August	84	61	69	
September	38	48	62	
October	46	34	49	
All Season	61	66	67	
Outposts				
May		98	96	
June		96	97	
July		64	42	
August		57	45	
September		55	56	
October		47	76	
All Season		68	65	
Trailer Sites				
May				5
June				10
July				35
August				25
September				10
October				5
All Season				18

Source: Reference [32]

Tariff Levels

While the absolute dollar values of the tariffs shown in Table 18 are outdated (1977), general comparisons have current practical application. Remote fly-in or non-road-accessible facilities of every type command markedly higher tariffs. In this regard, Table 18 provides a monetary measure of the value of remoteness, or stated in another manner, the cost of the loss of remoteness through the construction of forest management access roads or a highway such as the Detour Lake road. Actually, the loss to operators in the southern parts of Ontario North of 50° and in areas immediately to the south is even greater where a shift to a family-type vacation enterprise is not possible due to climatic limitations.

TABLE 18

TARIFFS AND INCOME TO OPERATORS FOR THE FISHING AND HUNTING LODGE INDUSTRY IN NORTHERN ONTARIO, 1977

Tariffs and Income to Operators	Dollars/Guest/Week
Road-Accessible	
American Plan	$ 175
Housekeeping	124
Outpost	187
Non-Road Accessible	
American Plan	250
Housekeeping	174
Outpost	221
Income to Operators	
Primary Source	234
Secondary Source	124

Source: Reference [32]

Where the fishing and hunting enterprise was the primary source of income for the operator, average tariffs were much higher (90 per cent), generally reflecting a higher level of service. The situation in which the sport camp business is associated with a scheduled or charter air business represents an important exception to this generalization respecting primary and secondary income sources. Many outpost camps and related facilities operated by this group are of a high standard and command a high tariff.

When the camps are a secondary source of income, the operation often provides a lower level of service, frequently little more than a boat and shelter from the elements. In this case, there is a strong probability that the natural fish and game resource is being sold to sportsmen coming from outside the area at an amount far below its real economic value. In effect, the resources could support a much higher level of capital investment, service and tariffs, all requisites for a strong, viable, high-class industry generating attractive levels of profit and wages. Failure to respond to the quality of the biological base with a commensurate level of capital and operating investment results in the waste of potential economic benefits. This is precisely what is occurring in many parts of northern Ontario.

THE POLAR BEAR EXPRESS

Ridership Volume

Traffic volume on the Polar Bear Express from 1965 to 1980 is shown in Table 19. Similar data for the inaugural year of the service in 1964 are not available.

Over the 16 years of operation from 1965 to 1980, there has been considerable fluctuation in ridership volume and in the average number of passengers carried per trip. A substantial decline beginning with the 1975 season and persisting through to 1978 stimulated enrichment and enhancement programs for the excursion and the Moosonee/Moose Factory destination area, financed mainly by the Ministry of Northern Affairs. Costs to date have reached at least a half million dollars in public funds, and the involvement of the province shows no immediate signs of terminating.

The Polar Bear Express can carry 600 passengers per trip. At its low ebb of popularity in 1976 and 1977, it averaged only 45 to 46 per cent of this capacity. By 1979 and 1980, the market increased greatly so that these values rose to 72 and 60 per cent respectively. This might be interpreted as response to the enrichment program. Much room for improvement is evidenced by the fact that ridership still remains at about 40 per cent below seasonal capacity.

The zenith of travel volume on the Polar Bear Express occurs in the period surrounding the August holiday weekend. The 14-day span from the third week in July to about the middle of the second week in August can be considered the peak level period when travel volume is twice that of the early and late season. Prior to July 1, a large percentage of the travel is associated with student trips.

TABLE 19

RIDERSHIP ON THE POLAR BEAR EXPRESS BY ONE-WAY PASSENGERS, 1965 to 1980 (1)

Year	Trips	Passengers			
		Number	Index	No. per Trip	Index
1965	12	5,000	100	416.7	100
1966	11	5,220	104	474.5	114
1967	19	6,638	133	339.4	81
1968	20	10,648	213	532.4	128
1969	40	16,211	324	405.3	97
1970	40	16,742	335	418.8	100
1971	41	26,481	529	645.9	155
1972	65	31,913	638	491.0	118
1973	56	21,142	423	377.5	91
1974	69	34,108	682	494.3	119
1975	70	22,129	443	316.1	76
1976	73	19,654	393	269.2	65
1977	65	18,100	362	278.5	67
1978	63	21,372	427	339.2	81
1979	63	27,302	546	433.4	104
1980	63	22,638	453	359.3	116

Source: Ontario Northland Transportation Commission

(1) Total one-way passengers have been calculated as the sum of the northbound and southbound travellers divided by two.

Receipts and Tariff Structure

Receipts from ticket sales and food operations totalled $476,464 in 1979, and $427,373 in 1980, a drop of about 10 per cent. As would be expected, the distribution pattern for revenues by week coincides with that for travel volume.

The fare structure for the Polar Bear Express from Cochrane to Moosonee, or in combination with the Northlander from the metropolitan Toronto market, is attractive. Tariffs of this magnitude are well within the range of virtually the entire economic spectrum of the tourist market. In fact, they are a real bargain compared with prevailing travel costs to similar destination areas in Canada or abroad.

TABLE 20

SEASONAL DISTRIBUTION OF TRAFFIC VOLUME AND RECEIPTS FOR THE POLAR BEAR EXPRESS, 1979/1980

Week Ended		Passengers One-Way (1)				Receipts Fares & Food Total North & South Trips			
1979	1980	1979		1980		1979		1980	
		No.	Index	No.	Index	$	Index	$	Index
Jun 24	June 22	387		323		6,839		5,863	
Jul 1	June 29	1,485	100	1,176	100	27,399	100	22,157	100
Jul 8	Jul 6	1,741	117	1,437	122	30,180	110	27,528	124
Jul 15	Jul 13	2,337	157	1,994	169	40,740	149	36,960	167
Jul 22	Jul 20	2,991	201	2,102	179	51,870	189	39,655	179
Jul 29	Jul 27	3,538	238	2,752	234	61,574	225	52,299	236
Aug 5	Aug 3	3,616	243	2,996	255	62,855	229	57,034	257
Aug 12	Aug 10	3,236	218	2,604	221	56,641	207	49,808	225
Aug 19	Aug 17	2,695	181	2,418	206	47,203	172	44,220	199
Aug 26	Aug 24	2,871	193	2,598	221	48,826	178	48,966	221
Sep 2	Aug 31	2,158	145	2,049	174	37,782	138	39,006	176
Sep 3	Sep 1	246		189		4,555		3,877	
TOTAL		27,301		22,638		476,464		427,373	

Source: Ministry of Northern Affairs

(1) Total one-way passengers have been calculated as the sum of the northbound and southbound travellers divided by two.

The excursion package trips include two nights' accommodation in Timmins in every case. Tours No 2. and 4, (the four-day, three-night trips) also provide one overnight stay at Polar Bear Lodge in Moosonee. The shorter tours, No. 1 and 3, include the standard Moosonee/Moose Factory tour while the longer trips, No. 2 and 4, offer the Wilderness Excursion complete with a box lunch and guided tour of Moose Factory Island.

TABLE 21

TARIFFS OF THE POLAR BEAR EXPRESS AND CONNECTOR RUNS, OCTOBER 1981

Trip Component	Cost In Dollars (One Way)	
	Northlander	Train 187-488
Connector Run		
Toronto to Cochrane (776 km)	51	44
Polar Bear Express		
Cochrane to Moosonee (299 km)	17	17
TOTAL	68	61

Source: Ontario Northland Transportation Commission

TABLE 22

PACKAGE EXCURSION TARIFFS OF THE POLAR BEAR EXPRESS AND CONNECTOR RUNS, OCTOBER 1981

Package Excursion	Cost In Dollars (Return Fares)		
	Single	Double	Child
Toronto to Moosonee			
Sun, Mon, Tues, Wed, Fri No. 1, 3 days/2 nights	205	190	100
No. 2, 4 days/3 nights	260	230	110
Timmins to Moosonee			
Sun, Mon, Tues, Wed, Thur, Sat No.3, 3 days/2 nights	105	90	50
Sun, Mon, Tues, Wed, Sat No. 4, 4 days/3 nights	155	130	60

Source: Ontario Northland Transportation Commission, 1982.

About 62 per cent of people responding to a questionnaire distributed to riders of the Polar Bear Express in 1981 indicated that train fares were as expected, while 20 per cent said they were lower than anticipated. Twelve per cent said they were higher than expected, difficult to explain considering their modest level. The remaining six per cent made various other comments. About 62 per cent of the families travelling indicated that they had taken advantage of the special family plan fare while 38 per cent said that they had not.

It is reasonable to assume that problems in ridership volume are not associated with excessive tariffs. In effect, they must be related to marketing procedures, product quality at the destination area or some major weakness in the overall pattern of supply and demand for tourism in northeastern Ontario. The latter possibility is of major interest and concern from the standpoint of tourism planning and development in Ontario North of 50°.

Canoe and snowmobile transportation costs for the summer and winter wilderness travel enthusiasts are reasonable. The return transport cost per canoe from Toronto — canoes, incidentally cannot be transported on the Northlander — is $150 return. This is a reasonable tariff, especially when shared by two persons.

TABLE 23

CANOE TRANSPORTATION COSTS ONE-WAY, OCTOBER 8, 1981

From	To	Cost in Dollars
Toronto	North Bay	24
North Bay	Cochrane	30
Cochrane	Moose River Crossing	18
	Moosonee	21
Toronto	Moosonee	75

Source: Ontario Northland Transportation Commission

Snowmobile tariffs, a factor of consequence in the development of a winter wilderness travel experience in the Tidewater region, are of interest. Many enthusiasts of the sport living in the metropolitan Toronto area and in the vicinity of North Bay would probably be willing to pay $300 and $180 respectively to enjoy the use of their own equipment, especially if some special recognition were provided such as a plate to mount on their snowmobile. Possibly a considerable reduction in tariffs for both persons and machines could be arranged through volume club travel. Those living within a 100-kilometer radius of Cochrane would probably consider having their own equipment hauled by the ONR on the reduced uncrated, self-help basis. It also is certain, however, that a large percentage of the snowmobile wilderness travel market would consider machine rental at the destination to be a more reasonable alternative.

TABLE 24

SNOWMOBILE TRANSPORTATION COSTS

ONE-WAY, 1981/1982

Segment	Cost in Dollars
Toronto to Moosonee, Combined CP and ONR (machine must be crated)	
Average rate	150.00
Fuel surcharge of 5.8%	8.70
	158.70
North Bay to Moosonee, ONR (uncrated, minimum 600 lbs)	90.00
Cochrane to Moosonee, ONR (uncrated, minimum 600 lbs)	75.00
Cochrane to Moosonee, ONR Special (uncrated, drained of gasoline, owner responsible for loading, securing and off-loading)	30.00

Source: Ontario Northland Transportation Commission, 1982.

Traveller Profiles and Trip Reactions

From questionnaire surveys conducted in 1978, 1980 and 1981, characteristics of travellers and their reactions to the Polar Bear Express and the destination area facilities were obtained. Selected aspects of the results of the 1981 survey are summarized from data contained in the computer printouts.

Residence and Occupation

Two questions related to the development of a visitor profile, residence and occupation, are of interest. No attempt was made in that study to obtain income information.

As shown in Table 25 indicating the residential origins of the ridership, Ontario residents represented the primary market of the Polar Bear Express (70 per cent), and the southern, more densely-populated sections were paramount (61 per cent). About 15 per cent of the riders lived in the Toronto area. Residents of other Canadian provinces were inconsequential, probably because the automobile travelling tourists who represent the bulk of the summer recreation/vacation travel to Ontario from the rest of the nation move along east-west highway arteries well to the south of the Cochrane terminal of the excursion train. In effect, the observed pattern likely is attributable to structural constraints imposed by continental highway vacation route alignments rather than to major limitations in the attractivity of the Polar Bear Express.

Overall, Americans appear to be only modest users of the excursion train at 19 per cent. Moreover, it seems that a substantial number are on package tours that include a number of Ontario regions. The Polar Bear Express, a real travel bargain and extremely popular with retired or middle-aged people, is an attractive inclusion. The American North Central Census Region, which represents a strong market area for tourist facilities in all northern Ontario, supplies 10 per cent of the excursionists. The states of Michigan (3 per cent) and Ohio (3.5 per cent) were the most important of this group. The Northeastern Census Region accounted for 6 per cent. Pennsylvania held the dominant position providing 4.1 per cent of the total ridership. The Polar Bear Express does not appear to draw from the Southern and Western Census Regions to any appreciable extent.

In a study in 1980, information respecting the occupation of the riders was obtained. Retired people (19.7 per cent) led the list followed by business/self-employed/technical (17.0 per cent), student (14.9 per cent) and trades/factory/labour (12.4 per cent). The mid-volume grouping included housewife (8.7 per cent), professional (8.7 per cent), civil servant (7.2 per cent) and teacher (5.5 per cent). A varied group of occupational categories including farmer, salesman, secretary, rail transportation and unemployed made up the remaining 5.9 per cent.

TABLE 25

PERMANENT RESIDENCE OF RIDERS ON THE POLAR BEAR EXPRESS, 1981 (1)

Permanent Residence	No.	%
Canada		
Ontario		
(a) Northern	166	9
(b) Southern	1,084	61
(c) Subtotal Ontario	1,250	70
Western Canada	12	1
Eastern Canada	26	2
Subtotal Canada	1,288	73
United States		
Northeastern Census Region	116	6
North Central Census Region	181	10
South Census Region	34	2
West Census Region	10	1
Subtotal United States	341	19
Rest of World	146	8
TOTAL	1,775	100

Source: Ministry of Northern Affairs

(1) Data in the computer print-out have been highly aggregated to produce the table. The total of 1,775 responses represents a 7.8 per cent sample of 22,638 one-way travellers in 1980.

Trip and Travel Characteristics

Trip and travel characteristics were probed to a considerable extent in a 1981 survey. Information was requested on trip purpose, party size and mode of transport.

In the case of trip purpose, leisure time travel, particularly the recreational landscape tour, represented the dominant reason for riding the Polar Bear Express. Almost all Indian passengers use the normal scheduled train service leaving Moosonee three days a week.

About 62 per cent of the parties contained three or more persons, indicating the attractivity of the Polar Bear Express for families and perhaps the package tour aspects of the market. Thirty-three per cent of the parties consisted of two people. Only five per cent of the riders travelled alone.

TABLE 26

PURPOSE OF TRIP OF RIDERS ON THE
POLAR BEAR EXPRESS, 1981

Purpose of Trip	Responses	
	No.	%
Landscape Tour		
Recreation	1,628	91
Train Ride	73	4
Subtotal Landscape Tour	1,701	95
Visit Friends & Relatives	38	2
Leisure Time Travel	1,739	97
Business		
Personal	12	
Company	12	
Subtotal Business	24	1
Others	31	2
No Response	11	
TOTAL	1,805	100

Source: Ministry of Northern Affairs

TABLE 27

MODE OF TRANSPORT USED TO REACH
THE POLAR BEAR EXPRESS, 1981

Mode of Transport	No.	%
Bus	203	11
Rail	77	4
Auto	1,317	74
Air	17	1
Package Tour, ONR	91	5
Package Tour, Other	29	2
Other	44	3
TOTAL	1,778	100

Source: Ministry of Northern Affairs

From the information on transportation shown in Table 27, it is evident that the Polar Bear Express is essentially a feature attraction for the automobile landscape tourist moving across or about northeastern Ontario. For some motorists it may have been the main magnet that drew them into the Timmins/Cochrane region. Only five per cent of the riders used one of the four available package tours offered by the ONR. This and the two per cent value for other types of package tours are far below normal expectations.

In summary, the Polar Bear Express is apparently a tour of interest primarily to the landscape automobile tourist. Moreover, the fact that 33 per cent did not make reservations suggests there is a large element of impulse buying involved, something in which price is a critical determinant.

About 31 per cent of the respondents to the question dealing with accommodation said that they used camping facilities, suggesting that they were probably on an extensive landscape tour. Another 53 per cent used motels and hotels. About 16 per cent indicated other forms; possibly the homes of friends and relatives were of importance in this case.

About 66 per cent of the respondents to the question concerning length of stay in the Cochrane area recorded two nights. About 18 per cent stayed only one night while 16 per cent stayed three or more nights. Clearly, most riders stay in the Cochrane area the minimum amount of time required to meet the travel schedule of the Polar Bear Express in a reasonably comfortable manner. Those in package tours are forced into Timmins for accommodation.

Marketing and Promotion

Two questions related to marketing and promotion aspects arise. One is concerned with the time of trip planning and the other with the means whereby riders became aware of the excursion train.

About 76 per cent of the respondents to the first question indicated that they started to plan the trip between June and September 1981. Only 11 per cent did so before January and about 13 per cent between January and May. It would appear that advertising and promotion during the summer season is most effective. Perhaps advertising along major tourist travel arteries leading towards Cochrane would be profitable.

Word-of-mouth was the major means of learning of the Polar Bear Express (33 per cent), with another 17.5 per cent indicating that they had "known about it for years". Another 18 per cent were made aware of the Polar Bear Express through printed brochures. Electronic media advertising apparently had limited impact (television, five per cent and radio, two per cent). In contrast, newspapers drew the attention of 11 per cent of the riders. Travel agents were said to be the medium for five per cent and other forms accounted for 11 per cent. Apparently the wholesale and retail travel trade does not push the excursion tours to any great extent, and perhaps mainly as part of a more comprehensive trip in which it is one of several attractions.

User Satisfaction

An attempt was made to determine user satisfaction with both the Polar Bear Express and the destination area facilities. Marked differences were noted in this respect.

There was a high rate of satisfaction recorded for the Polar Bear Express. About 96 per cent of the respondents said they found the train comfortable and 89 per cent indicated that they would recommend the trip to their friends, a very important finding considering the importance of word-of-mouth advertising. Fifty-five per cent said they would consider a return trip. The hostesses from the trip were rated friendly and courteous by 99 per cent of those replying to the question and knowledgeable by 98 per cent. The train crew was accorded similarly high satisfaction scores for friendly, courteous and accommodating service. The dining car staff scored equally high for friendly, courteous and efficient qualities. Finally, there was a high level of satisfaction felt with the restaurant and snack bar used by 90 per cent of the riders. For the restaurant cars, the food was rated as follows: very good, 38 per cent; good, 35 per cent; satisfactory, 24 per cent; and poor, three per cent. The snack bar scored as follows: very good, 25 per cent; good, 39 per cent; satisfactory, 32 per cent; and poor, four per cent. Considering the perennial complaints about food services associated with ground transport, the foregoing scores must be considered very encouraging.

When asked which aspect they most enjoyed, 63 per cent stated the train ride. The low percentage scores for Moose Factory (21 per cent) and Moosonee (13 per cent), clearly suggest limitations in the impact of the destination area. That 67 per cent of the respondents felt that the limited time available to them in Moosonee/Moose Factory was "just right" and 11 per cent that it was "too long" tends to substantiate the foregoing impression. However, 22 per cent did feel that the layover time was "too short".

INDIAN GOOSE CAMPS IN THE TIDEWATER REGION

Market Area Relationships

The broad geographic market for four goose hunting camps in the Tidewater region owned by the Ministry of Natural Resources is shown in Table 28. While the data are based on an analysis of confirmed bookings submitted to MNR by the agents in early September 1981, this is probably a reasonably accurate representation of the ultimate seasonal pattern.

Considering the four camps in combination, Americans accounted for 71 per cent of the guests and Canadians for 28 per cent. Tourists living outside North America were inconsequential, clearly indicating that the overseas market has not yet been developed to any degree.

There was considerable variation between the individual camps with respect to the dominance of Americans: Anderson's, 61 per cent; Kapiskau, 63 per cent; Kashechewan (Hughes), 76 per cent; and Winisk, 88 per cent. With Ontario residents now representing between 37 and 39 per cent of the market for two camps (Anderson's and Kapiskau), and 28 per cent overall, it is clear that advertising and promotional activities directed towards sportsmen in this province are highly advisable.

Within the American market, the primary focus for the four camps combined is upon the American Northeast Census Region (35 per cent) and the North Central Census Region (39 per cent). Taken together these regions supplied 74 per cent of the American guests. The South Census Region ranked third with 21 per cent while the West Census Region, supplying only five per cent, was relatively insignificant.

The pattern by individual States for the four camps considered singly and in total is of interest. The situation can be conveniently summarized in terms of ranking and index number relationships as in Table 29.

When the four camps are combined, Michigan is the leading state market area and has been accorded Rank I and an Index value of 100. It also ranks first in the case of Kapiskau and Kashechewan (Hughes) Camps and second at Anderson's and Winisk Camps. This is clearly the prime state market area, standing 43 per cent above second-ranking Pennsylvania which has an index value of 57. However, Pennsylvania ranks first in the market pattern for Anderson's Camp.

TABLE 28

MARKET AREA OF FOUR CREE INDIAN GOOSE HUNTING CAMPS, 1981

Market Area	Camps														
	Anderson's			Kapiskau			Kashechewan (Hughes)			Winisk			Combined		
	No. of Hunters	% of Market Area Sector	% of Total Market Area	No. of Hunters	% of Market Area Sector	% of Total Market Area	No. of Hunters	% of Market Area Sector	% of Total Market Area	No. of Hunters	% of Market Area Sector	% of Total Market Area	No. of Hunters	% of Market Area Sector	% of Total Market Area
United States Sector	88	100	61	55	100	63	90	100	76	65	100	88	298	100	71
Northeast Region	44	50	31	15	27	17	39	43	33	5	8	7	103	35	24
Maine	5						4						9		
Massachusetts	3												3		
New Hampshire	4			15						3			22		
New York	6						15						21		
Pennsylvania	26						16						42		
Vermont							4			2			6		
North Central Region	25	28	17	40	73	46	26	29	22	24	37	32	115	39	27
Illinois	3			2			4			1			10		
Indiana				6									6		
Michigan	18			25			19			11			73		
Minnesota				3						6			9		
Missouri										1			1		
Ohio	4						3			1			8		
South Dakota										1			1		
Wisconsin				4						3			7		
South Region	10	11	7				18	20	15	36	55	49	64	21	15
Florida	4						1			2			7		
Georgia										12			12		

TABLE 28 Continued

Market Area	Camps														
	Anderson's			Kapiskau			Kashechewan (Hughes)			Winisk			Combined		
	No. of Hunters	% of Market Area Sector	% of Total Market Area	No. of Hunters	% of Market Area Sector	% of Total Market Area	No. of Hunters	% of Market Area Sector	% of Total Market Area	No. of Hunters	% of Market Area Sector	% of Total Market Area	No. of Hunters	% of Market Area Sector	% of Total Market Area
South Region Continued															
Kentucky										1			1		
North Carolina	6									3			9		
South Carolina							4			13			17		
Tennessee							13			5			18		
West Region	9	10	6				7	8	6				16	5	4
California							2						2		
Colorado	5						3						8		
Hawaii							2						2		
Montana	4												4		
Canada Sector	56	100	39	32	100	37	27	100	23	5	100	7	120	100	28
Alberta	12												12		
New Brunswick										2			2		
Nova Scotia							5						5		
Ontario	44			26			22			3			95		
Quebec				6									6		
Off-Continent Sector							1	100	1	4	100	5	5	100	1
England							1						1		
Italy										4			4		
TOTAL Market Area	144		100	87		100	118		100	74		100	423		100

Source: Ministry of Natural Resources, Moosonee District

TABLE 29

LEADING AMERICAN MARKET AREAS FOR FOUR CREE INDIAN GOOSE HUNTING CAMPS, 1981

American State	Camps						
	Anderson's	Kapiskau	Kashechewan (Hughes)	Winisk	Combined		
	Rank	Rank	Rank	Rank	No.	Rank	Index
Michigan	II	I	I	II	73	I	100
Pennsylvania	I		II		42	II	58
New Hampshire		II			22	III	30
New York	III		II		21	III	29
Tennessee			III		18	IV	25
South Carolina				I	17	IV	23
North Carolina	III						
Maine	IV						
Colorado	IV						
Georgia				II			

When the four camps are combined, Michigan is the leading state market area and has been accorded Rank I and an Index value of 100. It also ranks first in the case of Kapiskau and Kashechewan (Hughes) Camps and second at Anderson's and Winisk Camps. This is clearly the prime state market area, standing 43 per cent above second-ranking Pennsylvania which has an index value of 57. However, Pennsylvania ranks first in the market pattern for Anderson's camp.

New Hampshire and New York, both in the Northeast Census Region, have been accorded Rank III in the combined camp market pattern. With index values of 30 and 29 respectively, their reduced importance relative to Michigan is clear. Tennessee and South Carolina, both in the South Census Region, have been accorded Rank IV, having index values only about 25 per cent of those of Michigan.

North Carolina, Maine and Colorado rank III and IV at Anderson's Camp but do not attain this level of significance when all four camps are considered. Georgia, with Rank II in the market pattern for Winisk, is in a similar position.

In Table 30, the division between American and Canadian tourists at the Hannah Bay Camp of the Ontario Northland Transportation Commission in 1977 and 1982 is summarized.

Over the five-year period, Americans have been much less prominent (59 per cent) compared with the situation at the Cree Indian goose camps as a whole (71 per cent). In 1980 and 1982, however, the percentage values of 67 and 62 respectively for Americans were much closer to those of the Cree Indian camps. Actually, the situation was similar to that at Anderson's (61 per cent) and Kapiskau (63 per cent). The fact that all these camps are marketed by the same agent may explain the similarity. It might also suggest that the market distribution shown in Table 31 is a reasonable approximation of the market origin for camps in the Tidewater region as a whole.

TABLE 30

THE AMERICAN AND CANADIAN PORTION OF THE MARKET FOR HANNAH BAY GOOSE CAMP, 1977 to 1981

Year	American Hunters		Canadian Hunters	
	No.	% of Total	No.	% of Total
1977	56	44	70	56
1978	63	53	55	47
1979	85	64	48	36
1980	97	67	48	33
1981	91	62	55	38
TOTAL	392	59	276	41

Source: Ontario Northland Transportation Commission.

Marketing Structures

The marketing arrangements for the goose camps in the Tidewater region are summarized in Table 31. Private Indian and non-Indian camp owners market their product directly to the consumer. In the case of the camps of the Ministry of Natural Resources, marketing agents are employed in every case.

Many of the smaller private camp operators appear to undertake limited advertising and promotional marketing activities. They rely on repeat business, personal contacts in market areas, guests brought in by charter aircarft operators and some who arrive by private plane.

TABLE 31

MARKETING ORGANIZATION FOR GOOSE HUNTING CAMPS IN THE TIDEWATER REGION, 1982

Camps	Marketing Organization	
	Owner/Operated	Agent
I Indian Owned & Operated Camps		
1. Gabe's Goose Camp	Self marketed Advertising - brochures and magazines Promotion - sport shows Ontario (Toronto), USA	Employee of Ontario Northland Railway in North Bay at 8% commission
2. Halfway Point Camp 3. Papamatao Camp 4. Shagamu Camp 5. Stoney's Fort Severn Camp	Self marketed Mainly repeat business Charter air service contacts important	Camp leased annually to charter air service that markets it
6. Stoney's Little Camp 7. Sutton River Camp	Self marketed Repeat business Charter air service contacts important	
8. Tidewater Goose Camp	Self marketed Advertising - brochures and magazines (Sports Afield) Promotion - sport shows Ontario (Toronto), USA - Cleveland, Pittsburgh, Detroit Handles all bookings and transport arrangements from Moosonee to camp	
II Natural Resources Owned & Supervised - Indian Managed		
1. Anderson's Camp		R.L. (Bob) Moore Enterprises Inc. R.R.#1 Corbeil, Ontario
2. James Bay Camp		Same as Anderson's Camp
3. Kapiskau Camp		Same as Anderson's Camp

TABLE 31 Continued

Camps	Marketing Organization	
	Owner/Operated	Agent
4. Kashechewan (Hughes) Camp		Mrs. Shirley Johnson 566 Algonquin Ave. North Bay, Ontario P1B 4W7
5. Winisk Camp		Outdoor Adventures Ltd. 1529 Seaview Drive Mississauga, Ontario L6J 1X7
III Non-Native Camps		
1. Hannah Bay	Marketed by Ontario Northland Transportation Commission 195 Regina Street North Bay	Trek Safari Florida, USA No commission, they add their commission to sale price of hunt package quoted by ONTC

Source: Ministry of Natural Resources, Moosonee District

In contrast, the direct marketing procedures are quite sophisticated in the case of Gabe's, Tidewater and Hannah Bay Camps. Advertising in sport magazines, the preparation of brochures and promotion at sport shows in Ontario and the United States are the responsibility of the camp operator. Moreover, he must make arrangements for air and local boat transportation from Timmins or Moosonee to the camp. Up to 1981, the Cree Indian operators have received financial support under the federal-provincial Resources Development Agreement for the printing of brochures and promotional activities at sport shows in Canada and the United States. For the 1982 season, the costs of promotion were defrayed under the Northern Ontario Rural Development Agreement (NORDA) program. In the near future, the owners must assume full financial responsibility for marketing.

Among the privately owned camps, Gabe's Goose Camp was marketed in part by an agent operating out of North Bay on a 10 per cent and later 8 per cent commission basis. Guests are sent to the Hannah Bay Camp by Trek Safari in Florida but no commission is paid; the agent simply adds his percentage to the standard package rate charged by the camp.

There can be several advantages to the operator in directly marketing the product. Profits otherwise accruing to agents can be captured, thereby increasing gross income by 10 per cent or perhaps somewhat more. Direct marketing offers the operator an opportunity to travel outside the Tidewater region, presumably broadening his business horizons and perspectives. It may render the operator less vulnerable to demand fluctuations arising from shifting market conditions and shifts in sale and retail agency interest generated by a variety of factors, including greater alternative income prospects, increasing buyer resistance and generally decreasing interest.

All camps owned and supervised by the Ministry of Natural Resources are marketed through agents. All enquiries sent to the Ministry of Natural Resources regarding booking arrangements for these camps are directed to the appropriate agents.

R.L. (Bob) Moore Enterprises Incorporated of Corbeil, about 25 kilometers east of North Bay, has been the marketing agent for Anderson's, Fort Albany and Kapiskau Camps for a number of years. He is thoroughly knowledgeable about the business and has developed excellent contacts through his involvement in the operation of the Hannah Bay Camp of the Ontario Northland Railway. The Kashechewan (Hughes) Camp is marketed by Mrs. Shirley Johnson of North Bay, who is the daughter of the former owner and familiar with the repeat clientele and the general marketing operations of the camp. In 1978, Meridian Plastics (Travel Division) of Byesville, Ohio assumed marketing for the 15-man Kashechewan Camp as a result of previous contacts and experience with the facility over a number of years. With the closing of the camp in 1980, their marketing functions ceased. The Winisk Camp has been marketed by Les Nyulie of Outdoor Adventures Ltd. in Mississauga. The arrangement was abruptly terminated in 1982 when the camp was transferred to local Indian ownership and operation.

Beginning in the 1979 season, all agency arrangements were awarded on a tender basis for a two-year period. By September 1 of each season, 50 per cent of the payments due to the camp for confirmed bookings must be submitted by the agent to the Moosonee District Office of the Ministry of Natural Resources. The remaining 50 per cent must be received at the conclusion of the camp operating season.

A Cautionary Comment

The economic recession of 1982 in Canada and the United States exerted a noticable depressing effect on camp revenues and profits to both the booking agents and the camp operators. While the bookings were strong in the early months of 1982 (January to March), cancellations were numerous as the deadline for final payments and deposit of refunds approached. Some camps, however, held up remarkably well and even increased slightly in hunter volumes in spite of an overall depressed position.

At Kashechewan (Hughes) Camp, one entire hunt was cancelled and one of the five hunts conducted was not fully booked by the agent. When the Winisk Camp closed somewhat earlier than normal, about 40 hunters had been booked by the agent, only about 35 per cent of capacity. It would appear that at a price of $950 per hunt, the highest for any goose camp in the Tidewater region, the camp encountered strong buyer resistance in the depressed economic environment. It could be coming close to pricing itself out of the market if the recession deepens and prolongs. Hannah Bay Camp, the second highest priced camp in the region, was strongly affected, down two full hunts, one when Trek Safari in Florida cancelled out about midyear. Overall, the market for the camp sagged by about 20 per cent. Kapiskau enjoyed about six more hunters than the previous year while Anderson's declined by about 12 hunters.

It would be dangerous, and in the long run suicidal, to assume that the goose camp market is inelastic. In effect, it is elastic or subject to increases and decreases reasonably proportional to price changes, particularly in depressed economic environments such as that of 1982. Price differentials between the camps could become very significant because the product sold, a snow goose hunt with most camps delivering the quota of birds and providing a reasonably comparable atmosphere, is fairly uniform. Finally, alternative opportunities of a similar nature can be purchased elsewhere. A trip from New York to Iceland with goose hunting (no limit), salmon angling and sightseeing in Reykjavik and surrounding country can be purchased for $1,600. The cost of return air transportation from Timmins to Winisk is approaching 50 per cent of that for a return package from southern Canadian and American markets to Great Britain.

OJIBWAY COUNTRY WILDERNESS AND WINISK RIVER ANGLING AND HUNTING CAMPS

The marketing operations of the Ojibway Country Wilderness Camp and the Winisk River Camps, conducted since 1980 under a contract with Jerome Knap of Waterdown, Ontario, provide an interesting example of the use of an experienced and energetic booking agent for angling and hunting camps in Ontario North of 50°. The two camps operated as a single unit between 1976 and 1979 when they received financial support under the Local Employment Assistance Program (LEAP) of Canada Department of Citizenship and Immigration. Since the summer of 1979, they have been operated on a separate basis.

Mr. Knap, a wildlife sport camp feature writer, markets several native operations in high eastern Arctic Canada in addition to these Indian facilities. Included in the group are a char fishing camp at Pangnirtung, a polar bear hunt at Pond Inlet and a muskox hunt at Grise Fiord. He considered it necessary to expand to marketing these facilities in order for his Canadian operations to be viable. He also

handles wild animal hunting and viewing safaris to Africa. The pattern of multiple facility marketing is typical of the industry. Indian sport camp operations in Ontario North of 50° cannot expect to receive the total attention of a marketing agency.

In 1979, Jerome Knap visited Fort Hope to prepare a feature magazine article on the sport fishing opportunities of the area and initiated arrangements to serve as the booking agent for the Ojibway Country Wilderness Camps in the 1980 season. In 1980, he also began to book guests to the Winisk River Camps. This pattern of incidental contact with the marketing structure for sport camps in southern Canada and the United States is common for Indian sport camps.

As indicated in Table 32, there has been a steady increase in the volume of guests sent to the camps by this agent between 1980 and 1982. In 1981 and 1982, the Ojibway Camps were running at about 50 per cent of capacity. The corresponding ratio for the Winisk River Camps was somewhat less.

TABLE 32

AGENT BOOKINGS FOR INDIAN OPERATED ANGLING CAMPS IN THE NORTH CENTRAL PART OF ONTARIO NORTH OF 50°, 1980 to 1982

Year	Ojibway Country Wilderness Camps (1)	Winisk River Camps
1980	206	24
1981	208	62
1982 (2)	250	90

Source: Knap Booking Agency, Waterdown, Ontario

(1) Includes the Fort Hope Group of Camps (Lakes Opikeigen, Kenozhe, Machawaian, Peninsular, Spence, Triangular); the Baxter group (Lakes Washi, Teabeau); and the Lansdowne Group (Lakes Richter, Bateau, Windsor, Eyes, Blackbirch).

(2) Values for 1982 were estimated on the basis of bookings received by January 1982. The optimal target for 1982 was 300 guests.

In 1981, the package rates for the Ojibway Camps were increased by 40 per cent over the 1980 tariff. Very little repeat business was lost and the total volume increased slightly. This suggests that the camps were marketed previously at substantially below the true market value.

The spring fishing season at the 13 Ojibway Country Wilderness Camps extends from approximately the last week in May to about July 7. All camps are usually open by the last Friday in May and the season is of six weeks duration at most. The fall angling season extends from Labour Day weekend to about September 26. At nine of the lakes, or 69 per cent of the camps, angling conditions are satisfactory only in the spring and fall seasons. Four camps on Opikeigen, Machawaian, Bateau and Windsor Lakes can function all summer. The Winisk River Camps operate from June to September at a reasonably even level of utilization. Guests arrive at Webequie to begin a down-river trip to Silver Rapids, Bearhead, and Tashka camps, fishing for trout, pike, walleye and whitefish en route. The superb scenic qualities of the trip are an added attraction.

There is a considerable difference in the essential market area focus of the two camp enterprises. The Ojibway Camps draw heavily from the blue collar class of the American border states of Illinois, Michigan, Minnesota and Wisconsin. In contrast, the Winisk River Camps draw more from states at a greater distance including Florida, California and New England, with many of the guests being business and professional people.

The logistics of the camps are relatively simple. To reach the Ojibway Camps, guests fly at their own expense to Fort Hope or Lansdowne House using Austin Airways' scheduled airline services from Thunder Bay. From these settlements, they are flown by Kyro Air Services to the camps, the cost of the flight being included in the quoted package price. Positioning charges for the aircraft based at Jellicoe can be high. Two courses of action were taken in 1982 to counteract this situation. Guest rates for a two-person party were increased by 40 per cent but those for a four-person party by only 15 per cent in an attempt to encourage more economical use of charter aircraft. Secondly, negotiations were under way to secure better rates from Kyro Air Services, possibly by inducing them to base a plane at Fort Hope and thereby eliminate positioning charges. Positioning charges are a major problem for many camp operations, as was noted in the discussion of the logistics of goose hunting camps in the Tidewater region. To reach the Winisk River Camps, guests fly from Thunder Bay via Geraldton to Webequie using Austin Airways. Flights from Sioux Lookout via Pickle Lake to Webequie are also available. From the Webequie settlement, guests boat directly downstream to the three river camps, angling en route. The cost of the air transport to Webequie is not included in the package price.

Things are kept simple at the destination end. Guests bring in their own food and do their own cooking under housekeeping or modified American plan rates. A full American plan is available at a higher charge if desired. The rates indicated in Table 33 do not include air transport costs to Fort Hope, Lansdowne House or Webequie, food for guests and guides, excess baggage charges, fishing licenses, tips to guides, sleeping bags, air mattresses or the fly-out of an animal in the case of moose hunting.

Compared with the cost of a three-day goose hunt in the camps of the Tidewater region, the rates are of the same general magnitude although the product is, perhaps, not quite so exotic. The differential in tariffs per person in a party of two and four, ranging from $160 to $300 and averaging $200, is a reflection of aircraft positioning and charter cost economies through volume use.

Moose hunting appears fairly easy to sell, but fear of overloading the plant with resultant hunter dissatisfaction imposes constraints. Ojibway Country Wilderness Camps are marketed on a two-week season basis in which six or seven parties containing 24 to 28 hunters in total are booked. There may be a possibility of extending this season to three weeks. The Winisk River Camps (Webequie) introduced a trophy hunt in 1981 in which no cows can be shot and only 23 kilograms of meat can be taken out by the hunter. Apparently moose entered the area only about a decade ago. The constraint on meat weight created some buyer resistance in the North American market but is not of consequence when the hunter comes from a great distance or from offshore areas such as Germany. In 1981, the agent booked three hunters (two Texans and one German) and the target for 1982 was eight to ten hunters. It would not be difficult to sell 20 package hunts to the Webequie area but such a volume could severely strain the current capability of the system to deliver a quality hunting experience.

The camps have been promoted and marketed at sport shows in Toronto and several American cities, including Detroit, with the costs being underwritten by the Department of Indian Affairs and Northern Development (DIAND) or the Local Employment Assistance Program (LEAP) of the Canada Employment and Immigration Commission (CEIC). The policy generally was to send a different Indian to each show, often with some non-Indian backup support. Visitation to a number of shows can be costly and onerous for one man, particularly if he vigourously pursues direct selling from the floor and personal visits to past and prospective clients. The cost of a single show is in the order of $2000, considering floor space rental (approximately $400), transportation of display, food and lodging. The operator or marketing agent therefore must be highly selective in his attendance at sport shows and pursue very active marketing procedures to make the effort profitable.

Beginning in 1980, the Ministry of Northern Affairs (MNA) provided special grants to various northern Ontario tourism associations for a regional display in the Sportsmen's Show at Toronto in an attempt to further develop this metropolitan market. In 1980, MNA also operated a small pilot project at this show in a van. The display, supported by a grant to the North of Superior Travel Association, was considerably larger in 1981. In 1982, the James Bay Travel Association was given a $40,000 grant to function as the lead group for six of seven regional tourism associations. The Sunset Regional Association considered that it had no major interest in the Toronto market and hence declined. In 1983, the Almaguin Nipissing Travel Association administered the special grant for these purposes. Within the space of the regional display allotted to each region, 14 or 15 private operators set up their individual displays. Each operator pays for his individual allotment of floor space within the regional display.

TABLE 33

HOUSEKEEPING OR MODIFIED AMERICAN PLAN RATES FOR OJIBWAY COUNTRY WILDERNESS CAMPS AND WINISK RIVER ANGLING CAMPS, 1981

Camps	$ Cost per Person by Numbers in Party			
	2	4	6	8
Five-Day Trips				
Fort Hope Group				
Opikeigen, Kenozhe, Machawaian Lakes	560	400	400	400
Triangular Lake		350	320	300
Baxter Group				
Washi Lake	560	400	400	400
Teabeau Lake	675	460	450	450
Lansdowne Group				
Richter Lake	560	400	400	400
Bateau, Windsor Lakes	675	460	450	450
Eyes Lake	770	550	575	550
Blackbirch Lake	730	520	600	520
Winisk River Camps	510	510	590	-
Seven-Day Trips				
Fort Hope Group				
Triangular Lake	-	400	375	350
Peninsular, Spence Lakes	620	460	450	450
Baxter Group				
Washi Lake	620	460	450	450
Teabeau Lake	730	520	520	520
Lansdowne Group				
Richter Lake	670	460	450	450
Bateau, Windsor Lakes	730	520	520	520
Eyes Lake	820	520	600	520
Blackbirch Lake	780	575	610	570
Winisk River Camps	660	660	630	-

Source: Knap Booking Agency, Waterdown, Ontario

The $40,000 grant was directed to the preparation of the outer shell designed to create a major visual impact at the show. The individual exhibitors paid a base rate of $4 per square foot plus a premium to cover the space of blocked-off aisles created by the group arrangement. The grant will be extended by MNA to the 1983 and 1984 seasons at most, after which time the associations must use their own resources if they wish to continue.

Floor space at the Sportsman's Show is limited, so that it will likely prove difficult for new lodges or new exhibitors to enter the event within or outside the group exhibit. They could be required to wait until some present exhibitor drops out of the show. It would be possible to enlarge the northern Ontario regional exhibit only if tourist facility operators exhibiting outside its limits in the past decided to come into the project, bringing their space allottment with them. In effect, it could be difficult for new Indian sport camp enterprises or older established operators not previously exhibiting in the Sportsmen's Show to obtain required space to exploit the Toronto market.

A serious attempt is now under way by the agent to open the German market. A brochure in German was in the planning stage in 1982 with a proposed three-way split in costs among the Canadian agent, Air Canada and the German agent, or possibly DIAND. Commissions to the foreign agent will be in the order of 15 to 18 per cent. It is difficult if not impossible to secure effective marketing through European agents if commissions of this order, and at times as high as 20 to 25 per cent, are not paid. They have alternative lucrative packages available to them in other areas.

The agent for the Winisk River Camps is considering marketing a variety of holiday experiences in addition to the standard angling and moose hunting. A guided canoe trip from Webequie settlement down the Winisk River to the community of Winisk on the coast, in the heart of Polar Bear Provincial Park, is available. Some experienced canoeists undertake this trip each year under their own resources, in which case Webequie functions essentially as a starting and supply point and receives limited economic benefit. There is a guided 12- to 14-day trip from Webequie to Winisk at varying rates depending on the party size. For 1981 the rates were as follows: ten people, $985; eight people, $1150; six people, $1450. One canoe for every two canoeists and two guides per party are supplied. The guests bring their own food and camping gear.

Market prospects for a spring and/or fall bear hunt appear good. While the northern Ontario hunter regards this animal more as a nuisance, Germans and other Europeans consider the black bear to be a trophy animal. A package tour might be developed for couples. The women could stay in Toronto for shopping, sightseeing, touring to Niagara Falls and visits to cultural facilities. The men could either proceed directly to the Indian settlements for the bear hunt or go after a weekend stay in Toronto, during which a trip to Niagara Falls

might be made. A package of this type should prove attractive to the air carriers, the wholesale/retail marketing agents and the local Indian settlements. Everything depends on the ability of the area to deliver a successful hunt with reasonably high consistency and the willingness of the Indians to participate.

Admittedly such a package could be offered from locations farther south, such as North Bay or Huntsville. A major problem there, however, centres around the influx of hunters on low-cost packages designed largely to attract the blue collar, American border state market. This reduces the attractivity of the area to the high-priced foreign market. Perhaps the Indian settlements can develop an exclusive, higher priced, quality adventure hunt, particularly when suitable accommodation is available in the community.

Some consideration has been given by the marketing agent for the Winisk River Camps to the development of a winter adventure program built around trapping. It would focus on those parts of the season that are not prime trapping months. Some guests might be taken in November and December, but the main effort would be in February and March. The trappers' camps and cabins would be cleaned up to receive guests, but the holiday would be built around a true working trapline experience. Guests would travel to the cabins by snowmobile from Fort Hope, Webequie or Lansdowne House. Limited ice fishing and bird shooting could be additional attractions.

BUG RIVER CAMP: BIG TROUT LAKE BAND

Guest Volume and Origin Area

The Bug River Camp capacity is 18 guests. Over an average operating season of 92 days from June 15 to September 15, the camp can offer 1,656 angler days to 331 sportsmen on five-day fishing trips. In some years, fishing opens as early as June 5.

Attendance at Bug River Camp in recent years has been as follows: 1976 - 50; 1977 - 60; 1978 - 36; 1979 - 70; 1980 - 82; 1981 - 102; 1982 - estimated 108. Assuming that each guest stayed five days, the average length of stay for a package deal, there were 540 angler days at the Bug River Camp in 1982, about 33 per cent of capacity. Clearly, a major build-up in the marketing efforts is required. Encouragingly, the important repeat business is building up slowly.

The bulk of the business occurs in the 32 days from June 15 to July 15, dropping sharply in the 39-day span from July 16 to August 24 and picking up a little in the 21 days of fall from August 25 to September 15. Acutally, there is good angling all season, although the lake trout move to the deeper water in the summer season of mid-July to mid-August. Attempts to obtain heavier camp utilization in the mid-summer and late fall portions of the season could substantially benefit the viability of the operation.

From an origin area standpoint, residents of Minnesota, New York and the Carolinas are prominent with only a few Canadians from Toronto and Winnipeg in the guest list. In large part, this may be attributable to the strong American focus in the booking agency arrangements as noted subsequently.

Marketing Arrangements

A variety of procedures for the marketing of the Bug River Camp have been adopted from its inception in 1971 to the present. These are reviewed in considerable detail since they are representative of the range of problems encountered in Indian camps to date.

From 1971 to 1976, the bookings for Indian camps on Big Trout Lake prior to establishment of the Bug River Camp were handled by DIAND's Sioux Lookout District. The operation was small and the occupancy rate low, dependent largely on guests brought in by a few charter airline operators.

In 1976, the Great Plains Bag Company of Des Moines, Iowa, which had used Indian camps in DIAND's Nakina District since 1971, shifted its business to the Big Trout Lake camps. This was due, to some extent, to the transfer of the official of the federal department handling its bookings to the Sioux Lookout District. The company was pleased with the angling at Big Trout Lake but disappointed with the poor quality of the cabins and guide services. The possibility of securing this market on a continuing basis, however, prompted the establishment of the Bug River Camp in 1976.

From 1976 to 1978 inclusive, correspondence and bookings for the Bug River Camp were handled by the DIAND Sioux Lookout District. Indians were sent, at DIAND expense, to sport shows in Toronto, Cleveland, and Chicago. During this period Dan Gapen, a sport writer (World of Fishing) and booking agent, promoted the camp, placing articles in 53 papers, visiting the camp and starting production of a film for which no funds were available for completion.

In 1976 and 1977, the Great Plains Bag Company was the central market of the Bug River Camp, supplying 50 or 60 guests per season. From 1978 onwards, the importance of this company in the market pattern for the camp declined, both absolutely and proportionately. It was bought out by the American Can Company, the president of which was an ardent golfer. Guests sent to the Bug River Camp by the corporation dropped to between 36 and 42 in six or seven parties distributed over the summer season. From 1977 to 1980, the company flew in its own plane, which carried six anglers with baggage or eight without baggage and landed on the air strip at Big Trout Lake. The plane was sold in 1981 and guests were brought in by scheduled flights of Bearskin Lake or Austin Airways.

In 1979, a lawyer in Minneapolis, operating under the label G & C Booking, handled the marketing for the camp. The arrangement was not satisfactory as he did not have enough time available to promote the facility. In 1980, bookings were again handled by DIAND's Sioux Lookout District.

In 1980, a search began for a new booking agent for the 1981 season. Carl Selling, of Four Seasons Adventures operating out of Mesick, Michigan, who had brought some guests to the camp in the past, proposed to schedule ten anglers for six-day fishing trips over a ten-week period with a guaranteed minimum of 50 sportsmen. The anglers would pay $300 Canadian funds on arrival at the camp. The Bug River Camp would provide boats, motors, gas, lodging and plane fare to the community and transport to the camp, but not guides. Selling would also act as the mid-United States booking agent, deducting 15 per cent commission from the deposit. The proposal was turned down for a number of reasons. First, the payment to the camp was too low, since the return airfare from Sioux Lookout to Big Trout Lake was $210, leaving only $90 or $15 per day per angler for the camp. Second, the employment of Indian guides was an indispensable part of the rationale for the whole operation. Finally, guests arriving at the camp were under the impression that it belonged to Selling. Big Trout Lake made Bearskin Lake Air Service its agent for 1981. Selling was then forced to book through Bearskin Lake Air Service and add 15 per cent to its price to cover his commission.

In 1981, Fuzz Le Page of Warload Airways in Minnesota promoted the Big Trout Lake camps, and the Bug River Camp in particular, at American sport shows, particularly in Chicago. He brought in a dozen or so guests that year in his own float planes. His claim for $1,200 in promotional expenses was not accepted for payment by DIAND.

As noted, Big Trout Lake appointed Bearskin Lake Air Service as the official agent for the Bug River Camp in 1981, for which it received a 10 per cent commission. The arrangement has continued to date. The airline has good contacts internationally, scheduled services to Big Trout Lake with back-up planes if necessary, and no camps of its own to demand attention. Anglers can go into the camps using their own private planes, but they must first check with Bearskin Lake Air Service to determine if space is available at the camps. Perhaps 20 anglers in a season fly in using their own planes.

SELECTED FINANCIAL ASPECTS

Initially, attention is directed to selected financial aspects of the tourist plant in northern Ontario as revealed by the 1979 study of the fishing and hunting lodge industry in northern Ontario, jointly sponsored by the Ministry of Northern Affairs and the Northern Ontario Tourist Outfitters Association. As was the case with the introduction of the results of the study in the earlier discussion of plant distribution and scale, the intent is to provide general background and a basis for comparison with Indian enterprises.

The focus then shifts to a discussion of the financial dimensions of Indian tourist enterprises in the study area. The approach to assistance to Indians across Canada is reviewed briefly. The varied sources of funding available to Indians in Ontario North of 50° are then examined in considerable detail. Finally, the performance and financial viability of specific enterprises are discussed.

AN ALL NORTHERN ONTARIO PERSPECTIVE: 1977

Financial and business performance data for the 1977 operating year identified by the study noted above are summarized in Table 34.

While the central geographic focus of the research, covering all of Ontario north of the Lake Nipissing/French River corridor, was well to the south of Ontario North of 50°, the information for Cochrane/Timiskaming, Thunder Bay and Kenora administrative districts of the Ministry of Tourism and Recreation is useful. Even in these districts, however, the data are representative primarily of development to the south of the study area. Moreover, nothing presented in the report involved sampling of Indian goose camps in the Tidewater region or native fishing and hunting sport camp operations in remote northern locations.

The data presented in Table 34 are based on 502 returns from a questionnaire sent to operators. Responses represented about 30 per cent of 1,676 operators of facilities of this type throughout northern Ontario.

The sample included "virtually all establishments offering accommodation in the north except those in large urban centres, and those located in smaller centres or along major highways that are open all year but do not rent boats" [32]. A wide variety of operations were contained within the sample, including remote outpost camps and roadside cabin, motel and trailer/tent operations.

The geographic distribution of the returns by the administrative districts of the Ministry of Tourism and Recreation is shown in Table 35.

TABLE 34

MEASURES OF BUSINESS PERFORMANCE FOR THE FISHING AND HUNTING LODGE INDUSTRY IN NORTHERN ONTARIO, 1977

Gross Revenue and Expenditures	District							
	Cochrane/ Timiskaming		Thunder Bay		Kenora		All Northern Ontario	
	Amount	%	Amount	%	Amount	%	Amount	%
Gross Revenue								
Total (10^6)	3.0		9.6		9.4		80.0	32(1)
Average ($000)	20.2	21(1)	49.9	33(1)	62.0	38(1)	47.7	
Median ($000)	12.0		23.0		38.0		25.0	
By Scale Groups (% of Operators)								
Under $20,000		85		45		30		45
$20,000 to 40,000		8		21		25		19
$40,000 to 80,000		0		8		19		14
$80,000 to 120,000		0		13		10		8
over $120,000		5		6		12		8
By Type/Location ($000)								
Outpost							69.0	47(1)
American Plan							77.0	44
Housekeeping							41.0	29
Trailer/Tent							39.0	25
Road-Accessible							43.0	28
Non-Road-Accessible							64.0	47

TABLE 34 Continued

Gross Revenue and Expenditures	District							
	Cochrane/ Timiskaming		Thunder Bay		Kenora		All Northern Ontario	
	Amount	%	Amount	%	Amount	%	Amount	%
Expenditures								
Total (10^6)							80.0	100
By Item								
Wages & Salaries							15.6	20
(Non-family)							19.5	24
Supplies							4.2	5
Heat & Light							3.1	3
Repairs							2.6	5
Equipment and Miscellaneous							2.4	3
Advertising							2.0	2
Insurance							1.2	1
Business and Property Taxes							50.6	63
Subtotal							29.4	37
Operator Wages, Profit, Debt Charges								

Source: Reference [32]

(1) Percentage of average gross revenue to market value.

TABLE 35

GEOGRAPHIC DISTRIBUTION OF RESPONSES TO QUESTIONNAIRE, 1977

Administrative District	Respondents	
	No.	%
Kenora	130	26
Rainy River	30	6
Thunder Bay	53	11
Subtotal Northwest	213	43
Cochrane	15	3
Algoma	71	14
Manitoulin	29	6
Sudbury	62	12
Timiskaming	25	5
Nipissing	45	9
Subtotal Northeast	247	49
Location Not Stated	42	8
TOTAL	502	100

Source: Reference [32]

The measure of business performance presented in the study was limited when considered in relation to the total spectrum of ratio analysis currently in use. No measure of profit was given, a severe limitation.

Gross revenues for the 1,676 establishments in all northern Ontario were estimated at $80.0 million for 1977. Only $3.0 million of this was associated with the Cochrane and Timiskaming Districts and perhaps as little as $1.1 million with the Cochrane District. It is impossible to estimate gross revenues for the plant in Ontario North of 50° on the basis of the information presented in Table 34.

Average gross revenue per operation was $47,700 across all northern Ontario. This was about 32 per cent of the estimated market value of the plant in 1977. The median gross revenue of $25,000, like the percentage distribution of the establishments by scale groupings, clearly indicates wide variation in the pattern and a noticeable

concentration below $20,000. This was especially marked in the Cochrane and Timiskaming Districts, where 85 per cent of the operators reported gross revenues below $20,000. It is noted, however, that at least five per cent of the operators had gross revenues over $120,000.

Average gross revenues were largest for lodges on the American plan ($77,000 and 44 per cent of market value). Non-road-accessible facilities averaged $64,000, which was 47 per cent of market value, while the comparable statistics for road-accessible locations were $43,000 and 28 per cent. The data provide a monetary measure of the substantial detrimental impact of forest access roads that provide public access to formerly remote sport camp locations.

Between 40 and 45 per cent of the operators had no mortgage obligations. Between 55 and 60 per cent had a first mortgage in various stages of repayment, and 10 to 15 per cent reported both first and second mortgages. A large portion of the plant was debt free and a very small percentage was in a heavy first and second mortgage debt position. This probably was true for the plant in Ontario North of 50°.

About 70 per cent of the first mortgages were held by private parties, often the former owner of the lodge. The remaining 30 per cent were held by the Federal Business Development Bank (FBDB), the Northern Ontario Development Corporation (NODC), and private banks in that order. Second mortgages were supplied mainly by FBDB, NODC and the Industry Development Bank (IDB), indicating a heavy reliance on government agencies for risky secondary financing at reasonable rates.

THE GENERAL APPROACH TO FINANCIAL ASSISTANCE TO INDIANS

Assistance to Indians by the federal and provincial governments for the stimulation of entrepreneurial activities in general can be classified under four general approaches, including the improvement of opportunity, the improvement of capabilities, the promotion of interest and participation, and direct participation in business activities. All four approaches have been used in relation to tourism development in various parts of Canada, with varying degrees of frequency and success. Most have been used in Ontario North of 50°.

In the case of improvement of entrepreneurial opportunity, four quite distinct strategies have been adopted. First, attempts have been made to identify tourism development opportunities through natural resource and market inventory studies and dissemination of the results to communities and prospective individual entrepreneurs. Frequently, these investigations precede the launching of government program initiatives. The undertaking of a general study of this type in Ontario North of 50° forms an integral component of the alternative strategies outlined in this report. Secondly, feasibililty studies, representing a follow-up or extension of the inventories, are intended to estimate the chances for the successful development of the generally perceived

opportunities. Unfortunately, methods and standards suited to southern areas are often unreservedly transposed to northern locations with undesirable effects. Thirdly, physical and legal access studies concerned with native rights to resources or the creation of an infrastructure of transport and community facilities are also undertaken as an approach to improvement of entrepreneurial opportunity. Again, there is a danger that southern Canadian outlook and standards will be given excessive weight in these investigations. The adoption of this outlook is usually justified on the basis that the desires and demands of the market as exhibited in more southerly tourist destinations must take precedence. Finally, exploratory research intended to discover development prospects through new combinations of known tourist resources and the selective adaptation of current technologies could be undertaken. For example, Ontario North of 50° possesses a strong natural resource supply foundation for the development of winter tourism, particularly winter landscape touring by snowmobile, and there appears to be a discrete market present (Appendix B). New lightweight winter clothing and camping gear, the possible integration with trapping activities and the use of all-terrain vehicles combine to offer new possibilities.

In the case of improvement of entrepreneurial capability, the approach that has received the most attention to date, three distinct strategies have been adopted for tourism development, including education and training, management support, and financial assistance. In this report considerable attention is given to financial assistance taking the forms of non-repayable start-up grants or contributions, loan guarantees, low interest loans and equity financing. Management support, particularly from the district staffs of the Ministry of Natural Resources and the federal Department of Indian Affairs and Northern Development, has been a notable feature in the development of the goose and sport fishing camps in Ontario North of 50°. Without this strong support, nothing akin to the present scale of development would have occurred. Over the years, education and training programs have been introduced or supported by DIAND and some provincial agencies, such as the Ministries of Natural Resources, Northern Affairs, and Tourism and Recreation. The successful operation of any tourist business requires a basic level of general education together with special skills of a technical nature (guiding, bookkeeping, cooking) and non-technical attributes (imagination, risk judgement and decision-making capacity). At times, the absence of a satisfactory basic education and communication level has placed noticeable constraints on the successful operation of special skill training programs, particularly at the entrepreneurial level.

SOURCES OF GOVERNMENT FUNDING AVAILABLE TO INDIANS FOR TOURIST FACILITY DEVELOPMENT

Summary of Sources

A considerable number of government funding sources for capital and operating expenditures associated with tourist facilities are available to Indians in Ontario North of 50°. The multiplicity of

agencies, programs and tools, as exemplified by the listing in Chart 3, makes it difficult to obtain an accurate historical overview of the entire situation in finite dollar terms. The discussion therefore is centred largely on identification and description of the nature of the sources. The precise dollar amounts presented for selected developments are considered illustrative of the range of funding magnitudes involved; they are also critical to an understanding of financial aspects associated with specific programs and projects having significant implications for future tourism planning in Ontario North of 50°.

It is noted at the outset that only three funding sources listed in the chart are restricted to Indian enterprises. These include funds provided under various activities of the Indian Economic Development Program of DIAND, under the Federal-Provincial Natural Resources Development Agreement, and under the Small Business Development Program of the Native Community Branch, Ontario Ministry of Citizenship and Culture. Other source programs, such as those of the Canada Employment and Immigration Commission or the Ontario Development Corporation, apply equally to the entire tourism sector, including both Indian and non-Indian enterprises. To date, Indians in Ontario North of 50° have made limited use of these universally applicable funds since more sympathetic consideration of their unique circumstances and more favourable terms can be obtained from those sources set up specifically to serve their needs. Some of these may have future value in special circumstances, justifying their inclusion.

On the basis of jurisdiction, the total spectrum of funding sources available is grouped under three main categories: federal, provincial and joint federal-provincial. Development to date has been funded primarily under the joint federal-provincial Resources Development Agreement and the Indian Economic Development Program of the Department of Indian Affairs and Northern Development. The Local Employment Assistance Program (LEAP) of the Canada Employment and Immigration Commission was of major importance in the case of development by the Fort Hope Development Corporation, as were the programs of the Department of Regional and Economic Expansion in the case of the Ogoki Wilderness Lodge project; both developments are discussed subsequently.

Federal Programs

Department of Indian Affairs and Northern Development

The funding sources available under the *Indian Economic Development Fund* (IEDF) of DIAND are intended to generate additional employment and income at the band or group level and can be most effectively discussed in relation to the six major associated activities. Each activity is supported by a budget that is allocated to Indian bands, Indian development corporations, Indian groups or individual Indians as is most appropriate in terms of defined objectives and situations.

CHART 3

SOURCES OF GOVERNMENT FUNDING AVAILABLE TO INDIANS IN ONTARIO NORTH OF 50° FOR TOURISM PLANNING, DEVELOPMENT AND OPERATION

FEDERAL GOVERNMENT SOURCES

A. **Department of Indian Affairs and Northern Development, Indian Economic Development Program (IEDP)**

1. **Planning Activity**

2. **Socio-Economic Development Activity**

3. **Institutional Development Activity**

4. **Business Development Activity**

   Direct Loan Fund
   Loan Guarantee
   Grant Contribution

5. **Employment Development Activity**

   Training on the Job (TOJ)
   Job Relocation
   Institutional Training

6. **Major Resource Development Impact Activity**

B. **Canada Employment and Immigration Commission (CEIC)**

1. **Canada Works Program** (1977-79)
   Canadian Community Development Program (CCDP; 1980 to present)

2. **Opportunities for Youth** (Summers 1971-75, 77-78)
   Young Canada Works (Summers 1977-79)
   Summer Youth Employment Program (SYEP; Summer 1980)
   Summer Canada Student Employment Program (1981 to present)

3. **Local Employment Assistance Program** (LEAP; 1973 to present)

4. **Local Initiatives Program** (LIP; 1971-76)

5. **Outreach Program** (1973 to present)

6. **Canada Manpower Training Programs**
   CM Institutional Training Program (1967 to present)
   CM Industrial Training Program (1970 to present)

7. **Local Economic Development Assistance Program** (LEDA; 1980 to present)

CHART 3 Continued

C. **Treasury Board**

1. **Federal Labour Intensive Program** (FLIP; 1975-76, 1978-79)

D. **Federal Business Development Bank**

1. **Loans, Loan Guarantees and Consulting Services**

E. **Department of Industry, Trade and Commerce**

1. **Small Business Loans Act and Loan Gurantees**

F. **Department of Secretary of State**

1. **Multicultural Projects Grant Program**

G. **Department of Fisheries and Oceans**

1. **Tourism Wharf Program**

2. **Marina Policy Assistance Program**

JOINT FEDERAL-PROVINCIAL COST-SHARING SOURCES

A. **Federal-Provincial Resources Development Agreement (RDA)**

Administered by Canada Department of Indian Affairs and Northern Development and Ontario Ministry of Natural Resources on a 50-50 cost-sharing basis.

B. **Federal-Provincial Regional Development Agreements**

Administered by Canada Department of Regional Economic Expansion and Ontario Ministry of Agriculture and Food or Ontario Ministry of Northern Affairs.

1. **Agricultural and Rural Development Agreement (ARDA)**

Administered by Canada Department of Regional Economic Expansion and Ontario Ministry of Agriculture and Food; used to fund Ogoki Wilderness Lodge; superceded by 2 below.

CHART 3 Continued

2. **Northern Ontario Rural Development Agreement (NORDA)**

Administered by Canada Department of Regional Economic Expansion and Ontario Ministry of Northern Affairs; three separate programs available:

Tourism Facility Development
Tourism Advertising and Promotion
Tourism Planning and Feasibility Studies

PROVINCIAL GOVERNMENT SOURCES

A. **Ministry of Citizenship and Culture**

1. **Native Community Branch**

Small Business Development Program Grants
Leadership Training Program Grants
Feasibility Studies Grants

2. **Wintario Multiculturalism and Citizenship Project Office**

Wintario Grants Program

B. **Ministry of Industry and Trade**

1. **Northern Ontario Development Corporation** (NODC)

Tourism Loan Program
Ontario Business Incentive Program (OBIP)
Tourism Redevelopment Incentive Program (TRIP)
Tourism Grading Term Loan Program (TGTLP)

C. **Ministry of Revenue**

1. **Small Business Development Corporation** (SBDC)

Tax and Grants Incentives Program

D. **Ministry of Natural Resources**

1. **Trail Development Program**
(Grants to Clubs, Municipalities and Conservation Authorities)

From the perspective of administrative organization, the division of responsibilities for the approval of expenditures under the Indian Economic Development Fund is of importance. Any project involving over $75,000 must be referred for approval to national headquarters in Ottawa. Projects with costs ranging between $10,000 and $75,000 must be approved by the Ontario Regional Office in Toronto. Projects costing $10,000 or less can be approved at the discretion of the district administrator (James Bay, Nakina, Sioux Lookout). It is clear therefore that the control of the Regional Office is substantial.

Operational flexibility is a key characteristic of funding within guidelines established under the IEDF. The choice of a particular activity component or funding tool depends on what appears to be the most appropriate instrument or the best fit under the particular circumstances. Among these circumstances, Indian feelings or attitudes can be an important determinant.

Attention is now focused on the six activities of the IEDF and their associated funding tools. The order of discussion is largely a matter of convenience, not of importance in relation to tourism.

The *Planning Activity* provides support to Indians to conduct socio-economic planning studies at community, sub-regional and regional levels. Such studies will generally involve the collection of socio-economic, demographic and related data, the analysis of the economic and employment potentials available, the development of broad socio-economic goals, and the identification of the strategy and resources that will be required. It is possible that tourism sectoral planning encompassing larger areas, such as those covered by Treaty No. 3, Treaty No. 9, the James Bay Tribal Council or Project Development Areas (for example Kayahna) could be funded under this activity. Alternatively, recourse might be made to funding under the Federal-Provincial Natural Resources Development Agreement for studies of this type. Final selection would probably depend on the availability of funds under each approach and the particular set of attendant circumstances including Indian preferences.

The *Socio-Economic Development Activity* provides support to Band initiatives to help develop productive activity for Indian people where conventional employment opportunities do not exist or are inaccessible. This activity supports economic activities which are expected to yield marginal rates of return, but which will better utilize the available human and natural resource base and serve as catalysts for further economic development and for the development of portable skills, through technical advice and assistance, contributions and loans. This activity covers a wide range of social, sectoral and employment initiatives and opportunities. All endeavours in this area are directed at creating situations for development and work on or near reserves that will offer an alternative to welfare, social assistance and unemployment insurance.

Under the Socio-Economic Development Activity, the annual budget for which is allocated to the district administration for disposition, funds can be supplied to Indian bands for various forms of infrastructure support for business development activity, including salary and travel costs for Indian Economic Development Officers situated in the settlements and reserves. The federal contribution to the Federal-Provincial Natural Resources Development Agreement, which has been a significant instrument for Indian tourism development in Ontario North of 50°, especially for the goose camps in the Tidewater region, comes from the budget provided for this activity. Under this activity, funds can be advanced to Indian bands or development corporations for the inventory and master planning of the full range of natural resource development opportunities, including tourism, on reserves, within settlement areas, or on Crown lands. Funds can also be directed to the more detailed investigation of sectoral economic development opportunities identified under the IEDF, among which could be tourism projects (sport camps, hotels, guided wilderness travel). In this case the full extent of the opportunity would be defined more precisely, development plans and procedures prepared, and their feaibility or practicality from a long-term perspective assessed.

The *Business Development Activity* provides support to Indian initiatives to help develop wealth through entrepreneurial activity and employment income, by supporting the development of economically viable enterprises through the provision of general and technical advice and assistance, contributions and loans. In general the mix of services that may be prescribed for any given project may include provision for project planning, training, front-end funding in the form of equity contributions for plant, equipment, and other capital needs, last resort loans, and guarantees.

Three major tools are available under this activity, the direct loan, loan guarantees and contributions:

> The *direct loan* fund, administered by the Ontario Regional Office of DIAND, provides loans to Indian enterprises where requirements cannot be met by conventional lending institutions at reasonable rates. Equity, to the extent possible, is required in the form of cash or equipment. Interest rates are tied to those of the Federal Business Development Bank at the time of lending.
>
> *Loan Guarantees* up to 80 per cent of the total amount involved can be made. These loans are administered through the commercial banks at prevailing interest rates.
>
> *Grant Contributions,* administered by the Ontario Regional Office of DIAND, are the funding tool most employed in tourism development in Ontario North of 50°, apart from the Federal-Provincial Natural Resources Development Agreement used for goose camps in the Tidewater region. Funds advanced represent an accountable, non-repayable contribution if used for the intended purpose. Projects may be financed entirely on the basis of the contribution or the contribution may be

used in combination with other financial inputs to bring a direct loan application to a viable equity position.

An important point to emphasize is that a contribution will be advanced only if the project will generate employment and income within the community and the applicant is considered to have the experience required to manage the enterprise. Job creation and capability are the key requirements.

The viability prospects of all projects considered for financial assistance under the *Business Development Activity* are assessed by consultants before final approval is given. For this task, DIAND has made recourse to the Canadian Executive Services Overseas (CESO) organization since 1969. The Federal Business Development Bank makes use of the Counselling Assistance to Small Enterprise (CASE) organization. Under LEAP, the Canada Employment and Immigration Commission employs private business enterprises specializing in feasibility analysis. These organizations, however, are used more for project development than project assessment.

A summary of loans advanced across all of Ontario under the Business Development Activity of the Indian Economic Development Fund from 1970 to 1979, and its predecessor from 1938 to 1969, gives a general indication of the intensity of funding involved, largely under the Direct Loan Fund. For all types of projects, however, only a small portion of the amounts indicated was related to tourism.

By 1958 there were 546 outstanding loans totalling $466,000. The enormous increase in activities from 1969 to 1979 is a reflection of the introduction of the Indian Economic Development Fund in 1970. Lending grew steadily to a peak of $48 million in 1975, dropping sharply to $18 million (40 per cent) in 1976 after a review of the effectiveness of the program. Loan guarantees were heaviest in fiscal year 1973/74, decreasing sharply thereafter as the fund became fully extended. By 1979 there were $53.1 million in outstanding loans with $2.6 million being forgiven, or in essence written-off.

Following the review of loan effectiveness in 1976, greater emphasis was placed on smaller and more manageable projects. Non-repayable contributions were given greater prominence.

About 57 per cent of the funded businesses had survived to 1979. However, many were fledgling, high risk operations with an uncertain long-range outlook. The cost per job created was roughly $15,000.

The scale of funding by the Department of Indian Affairs and Northern Development for Indian tourist facilities in the study area from fiscal year 1977/78 to 1981/82 is indicated in Table 37. Insofar as could be determined, no loans were advanced during this period under aforenoted programs. Amounts provided under the joint federal-provincial Resources Development Ageement are not included; they are discussed separately in a subsequent section. In effect, the amounts indicated represent non-repayable grants or contributions provided unilaterally under the budget process of DIAND.

TABLE 36

LOANS TO ONTARIO INDIANS UNDER THE BUSINESS DEVELOPMENT ACTIVITY OF THE INDIAN ECONOMIC DEVELOPMENT FUND, AND ITS PREDECESSOR, 1938 to 1979

Years	No. of Loans	Total $
1938-48	65	131,000
1948-58	753	869,000
1958-69	1,921	3,357,000
1969-79		82,642,279

Source: Department of Indian Affairs and Northern Development

Although the bulk of the capital expenditures for Indian tourism development in Ontario North of 50° occurred prior to 1977, the expenditure records of the Ontario Regional Office of DIAND are not readily obtainable on a project basis. Up to fiscal year 1978/79, all non-repayable funding was referred to or coded as "capital expenditure" and thereafter as "contributions". In addition, some small amounts for the operation and maintenance of tourism projects may have been funded from the district office budgets of DIAND. It would be impossible to identify these amounts without an exhaustive review of the records.

About 21 per cent of the total amount shown in Table 37, or $58,148, was directed towards historical development at Moose Factory; this might be considered tourism infrastructure. The remaining 79 per cent, totalling $221,203, was associated with sport camp and hotel development.

The *Employment Development Activity* provides support to band initiatives to help develop improved access to employment for their people. This is achieved by ensuring full access to existing federal/provincial employment-related programs, by representing Indian needs at the federal/provincial policy and program development level, and by providing supplementary programs where required. The activity also assists in identifying employment opportunities and initiates affirmative action measures. Tourism falls within the purview of this activity.

Training on the Job (TOJ): DIAND can pay 100 per cent of the wages to a trainee employee, whereas only a portion is paid under LEAP. In addition, DIAND can pay for on-the-job training in a federal office, including its own regional and district offices, something that is not possible under LEAP. However, there is a requirement that a job must be available at the completion of the training period.

Mobility, in which Indians are funded to move to job opportunities anywhere in Canada.

Occupational Skills Training, in which seats are purchased for Indians on courses offered by such educational institutions as community colleges.

Training for employment in the tourism industry is eligible for aid under any of the above. Indians have received guide, cooking and managerial training at various times under this activity or an earlier form thereof.

The *Resources Development Impact Activity* provides support to Indians for dealing with impacts resulting from major resource development. This support includes the mitigation of the adverse effects of resource development as well as taking advantage of the positive benefits that may accrue as a result of resource development. The resource development ranges in size and activity from coal mining in British Columbia and major oil sands development in Alberta to major hydro activity in Manitoba and Quebec.

Support includes financial assistance to Indian bands or their organizations for planning purposes. Also, this service supports identification and monitoring of potential resource developments, as well as the development and co-ordination of federal strategies and support for Indian initiatives in the area of resource development.

Under this activity, funds can be provided to Indian groups for intervention and participation in resource developments comparable in scale to Onakawana, Detour Lake gold mine or the Polar Gas Pipeline. This financial support enables Indians to identify harmful impacts, present their case at environmental hearings, and devise ways and means to maximize any benefits of such developments. This activity is not of direct significance to tourism. Moreover, this national program has been scaled down following the cancellation of mega-projects in the west.

The *Institutional Development Activity* supports Indian initiatives to create a framework for Indian-managed economic development by supporting existing and potential Indian-designed and managed economic institutions, through technical counselling and contributions. Depending upon their individual focus, economic institutions may offer, either singly or in combination, management and technical advisory services, marketing services, promotional services, training services and financial assistance. Under this activity support for Indian tourism associations is possible.

TABLE 37

CONTRIBUTIONS BY THE DEPARTMENT OF INDIAN AFFAIRS AND NORTHERN DEVELOPMENT FOR INDIAN TOURISM-RELATED PROJECTS IN ONTARIO NORTH OF 50° 1977/78 to 1981/82 (1)

Fiscal Year	District	Project	Expenditures in $		
			Capital	Contributions	Total
1977/78	James Bay	Moose Factory Fort	31,940		
		Attawapiskat Motel	2,734		
		Tourism Display Booth	4,166		
	Nakina	Fort Hope Hostel	8,228		
		Fort Hope Camps	29,999		
	Sioux Lookout	Bug River Camp	35,000		
1978/79	James Bay	Moose Factory Fort	26,208		
		Attawapiskat Motel	15,000		
	Sioux Lookout	Bug River Camp	39,996		
1979/80	James Bay	Sinclair Cheechoo Camp		8,000	
1980/81	Nakina	Fort Hope Dev. Corp.		8,900	
1981/82	Nakina	John's Camp (Ft. Hope)		7,730	
	James Bay	Kashechewan Motel		61,450	
			$193,271	$86,080	$279,351

Source: Department of Indian Affairs and Northern Development, Ontario Regional Office.

(1) The funding does not include that supplied under the joint federal-provincial Resources Development Agreement.

A useful perspective for tourism development is gained when all of the foregoing activities under the IEDF are considered within a framework of inventory, planning and development procedures having specific individual objectives. These include the comprehensive inventory and identification of possible or promising development potential within a reserve or settlement area, the determination of the feasibility of economic sector potentials, and the assessment of the viability of individual business development opportunities.

Initially, funds can be allocated under the Socio-Economic Development Activity by the district administrations to Indian bands, groups or development corporations for the inventory and evaluation of the range of natural resource development opportunities within the reserve or settlement area. The approach to the resource base is comprehensive in that the entire range of resource sector potentials is examined including, among others, forestry, fishery, fur and tourism. The final product of this research will be a map and supporting text indicating the general nature and distribution of development potentials. In addition, alternative development strategies and master plans may be prepared. Under the project support component of the Socio-Economic Development Activity, funds may be allocated by the district administration for a more detailed examination of the feasibility of the sectoral development opportunities identified in the initial study. Tourism sector opportunities (sport camps, hotels, wilderness summer and winter landscape tour operations) are a legitimate field of investigation in this instance. The full extent of the opportunity would be probed in greater detail, development strategies, plans and procedures would be presented, the socio-economic cost/benefit position would be determined, and above all the economic feasibility of development in the short term and long term would be fully documented. Under the Business Development Activity, application can be made by private Indian entrepreneurs, or by a group, for funding to develop feasible opportunities in the sectors and sectoral areas identified under the previous step. Tourism development enterprises of the types previously noted fall within the scope of acceptable opportunities under the Business Development Activity. A solid proposal must be prepared in support of the funding application and the viability of the proposed undertaking is assessed in detail.

The aforementioned sequence represents an ideal, co-ordinated approach to socio-economic resource planning and development. In fact, development and funding for tourism to date have proceeded largely on the basis of individual project submissions. The time is at hand, however, when this pilot or experimental development approach to the tourism sector in Ontario North of 50° should give way to a comprehensive planning and development process.

As noted previously, a tourism study of a broad area of Ontario North of 50°, such as a Project Development Area (PDA), could be undertaken with funding under the Planning Activity of the IDEF. This potential source may be exploited in any studies stemming from this report. Alternatively, planning and development may be moved forward under the sequence just described or a part thereof.

Canada Employment and Immigration Commission

Several programs operated by the Canada Employment and Immigration Commission (CEIC) for varying periods of time over the past decade have had, or continue to have, actual or potential application in the tourism development field in Ontario North of 50°. The intent here is simply to note the range of the programs without entering into a detailed discussion of the nature of each one or the full extent of its actual application in the study area for tourism-related projects. The discussion under the Local Employment Assistance Program (LEAP) in the case of sport camp and hotel development by the Fort Hope Development Corporation represents the only exception to this generalization.

Programs that are essentially similar in nature have sometimes been given a series of names as minor modifications have been made in their nature. The Opportunities for Youth Program, which began in the summer of 1971 and operated in 1981 under the name Summer Canada Student Employment Program, is a case in point.

The programs of the CEIC apply to the entire population, and Indians have probably received a small percentage of the total funding advanced across all of Ontario North of 50°. Only a small percentage of the funds allocated to Indians in any community was associated with tourism-related projects, apart from the application of LEAP at Fort Hope.

Under the *Canada Works Program* in operation for three years from 1977 to 1979, and its successor, the *Canadian Community Development Program* functioning from 1980 to the present, substantial funding has been directed to Indian settlements in Ontario North of 50°. Little if any of these monies involved tourism-related projects. Under the *Opportunities for Youth Program* and its successors, *Young Canada Works*, *Summer Youth Employment* and *Summer Canada Student Employment* programs, funds have been directed to Indian communities in Ontario North of 50° for the development of youth centres and park/beach/playground facilities that in some situations could represent a form of tourism infrastructure, although such benefits would be decidedly minor. The situation in 1972 and 1973 is indicated in Table 38.

Considerable funding under the *Local Employment Assistance Program (LEAP)* of CEIC, operating continuously from 1973 to the present, reached Indian communities in Ontario North of 50°. Between 1975 and 1981, the program provided the major financial support for development of the hotel and sport camps of the Fort Hope Development Corporation. During this period there was some additional funding for the project by DIAND and under the federal-provincial Resources Development Agreement. This is the only tourism project in Ontario supported by LEAP to date. Given the scale of the venture and the experience gained, the situation will be reviewed in considerable detail before further lending activity takes place in Ontario North of 50° under this program. Funding of an Indian marina development in southern Ontario is, however, under review.

TABLE 38

FUNDING DIRECTED TO INDIAN SETTLEMENTS IN ONTARIO NORTH OF 50°
UNDER THE OPPORTUNITIES FOR YOUTH PROGRAM, 1972 and 1973

Year	Community	Project	No. of Jobs	Cost ($)
1972 Under Sec. of State	Attawapiskat	Youth Centre construction	10	14,170
	Big Trout Lake	Summer camp for youth construction	8	4,740
	Moose Factory	Youth recreation area & drop-in centre construction. Story collection from old Cree Indian residents	15	12,300
	Moosonee	Park and playground development, swimming program	19	15,139
1973 1st Year CEIC	Kashechewan	School recreation program & refuse collection	6	3,820
	Moose Factory	Summer recreation program, building rink, arts & crafts, clean up	11	8,800
	Big Trout Lake	Development of beach area with picnic sites, play area, lifeguard towers	15	11,150

Source: Canada Employment and Immigration Commission, Thunder Bay.

In 1976, LEAP sponsored a study of the Fort Hope community in which the creation of a development corporation was recommended. With the establishment of the corporation, the aforenoted camps and their assets of boats, motors and other equipment were turned over to it in 1977 by DIAND. By this act, the corporation was made eligible for funding under LEAP if a suitable proposal could be prepared.

In a feasibility study completed in 1977 by Icarus Design Associates at a cost of $25,000, sport camp development and a hotel at Fort Hope were recommended. An agreement was signed between the Fort Hope Development Corporation and CEIC for funding under LEAP for the year November 1975 to November 1976. On the basis of evaluation reports at the completion of each year of operation, four additional annual agreements were concluded until the termination of funding assistance in November 1980. In effect, funding was supplied by CEIC under LEAP for five operating years from November 1975/November 1976 to November 1979/November 1980.

Three sources of cost-accounting information are related to the project. First, there are estimated expenditures and revenues and grant requests to cover anticipated deficits contained in proposals submitted annually to CEIC for funding assistance. Actual expenditures probably differed from estimates to some degree. These data are available for public inspection in the CEIC offices in Toronto from where the project was administered. Secondly, there are audit statements which show actual revenues and expenditures for each year. These are the private property of the Fort Hope Development Corporation and were not examined in the course of this study. Finally, there are evaluation reports prepared by CEIC at the end of each fiscal year of the Corporation. These can be made available only with the permission of the officers of the Corporation.

The following discussion is based largely on the submissions to CEIC and must therefore be considered approximate in terms of specific items. Occasionally, reference is made to actual expenditures by CEIC. The difference in source information is clearly indicated in the supporting text.

As indicated in Table 39, the total grant request contained in submissions to LEAP of the CEIC in Toronto over the entire six-year period from 1975 to 1980 inclusive was $1,074,400. Of this amount, $988,400 or 92 per cent was actually paid to the Fort Hope Development Corporation.

Excluding the initial payment of $2,500 for feasibility studies and the special or extra grant of $61,000, for which a breakdown by type of expenditure was not readily attainable, about $737,700 or 39 per cent was for wage payments and benefits such as unemployment insurance, $904,700 or 47 per cent was for overhead/operating costs, and $263,400 or 14 per cent was for capital/renovating. If capital/renovating costs were excluded, then 45 per cent was scheduled for wages and 55 per cent for overhead/operating. These percentage ratios probably reflect the situation displayed in the actual operating accounts.

TABLE 39

SUMMARY OF ESTIMATED EXPENDITURES AND REVENUES AND GRANT REQUESTS CONTAINED IN PROPOSALS SUBMITTED BY THE FORT HOPE DEVELOPMENT CORPORATION TO LEAP, 1975 to 1980

Business Year of Development Corporation	Proposed Expenditures						Estimated Revenues		Grant Requests	
	Wages & Benefits		Overhead Operating		Capital & Renovating					
	$000	% (1)	$000	% (1)	$000	% (1)	$000	% (1)	$000	% (1)
Feb/Mar 1975									25.0(2)	
Nov/1975-Nov/76	152.0	55	123.6	45	—		86.3	31	189.3 61.0(3)	69
Nov/76 - Nov/77	148.5	35	157.4	37	116.7	28	230.0	54	192.6	46
Nov/77 - Nov/78	188.0	55	155.3	45	—		145.9	42	197.4	58
Nov/78 - Nov/79	148.5	32	177.3	39	134.7	29	230.0	50	230.5	50
Nov/79 - May/80	54.2	41	78.0	59	—		28.7	22	103.5	78
May/80 - Nov/80	46.5	17	213.1	79	12.0	4	196.5	72	75.1	28
TOTAL A TOTAL B	737.7	39	904.7	47	263.4	14	917.4	48	988.4(4) 1074.4(5)	

Source: Canada Employment and Immigration Commission, LEAP Administration, Toronto

(1) Percentage of total expenditures proposed in the submissions.

(2) Cost of consultant services for a feasibility study.

(3) Includes grants of $29,000 and $32,000 requested to meet unexpected increased transportation costs, shortfalls in anticipated revenues and costs of additional research into camp development possibilities at Summer Beaver.

(4) Excludes feasibility study cost of $25,000 and the extra grant of $61,000.

(5) Includes all grants.

Using actual overhead/operating costs for the operating year November 1979 to November 1980 in Table 40, some idea can be gained of the itemized distribution of these expenditures which totalled $904,700 between November 1975 and November 1980.

TABLE 40

ITEMIZED OVERHEAD/OPERATING COSTS FOR FORT HOPE DEVELOPMENT CORPORATION SPORT CAMPS, 1979/1980

Item	Amount	
	$	%
Loan Purchase	10,750	5
Fuel and Hydro	31,173	16
Transport and Freight	81,523	41
Travel Promotion	12,880	6
Advertising & Promotion	24,070	12
Insurance	609	
Telephone & Postage	2,467	
Bank Charges	805	
Legal & Accounting	12,925	6
License and Fees	1,222	
Consultant Services	20,053	10
Cancellation Refund	400	
Miscellaneous	139	
	199,016	

Source: Canada Employment and Immigration Commission, LEAP Administration, Toronto

Transport and freight represented the largest single item accounting for 41 per cent of the total, reflecting the substantial costs of charter air services to move guests and supplies to and from the camps.

Advertising and promotion costs, including travel to sport shows in Ontario and the United States, reached $36,950 or 18 per cent.

Legal, accounting and consultant costs were high, amounting to just under $33,000 or 16 per cent. These costs for the duration of the entire project were high, totalling $131,000, equal to about 15.8 per cent of all funding requested in the submissions.

TABLE 41

LEGAL, ACCOUNTING AND CONSULTANT FEES FOR THE DURATION OF LEAP FUNDING TO THE FORT HOPE PROJECT

Item	$ (000)
Evaluation	15.1
Accounting	21.9
Legal	26.1
Consultant	67.9
TOTAL	131.0

Source: Canada Employment and Immigration Commission, LEAP Administration, Toronto

The initial feasibility study at a cost of $25,000 was substantial, possibly reflecting high field operating costs for all consulting services. A high standard of accounting was required for this project and could be provided only by an outside firm, in this case a company based in Thunder Bay.

In addition to costs noted in the foregoing tables and discussion, it is useful to note that the costs to CEIC to administer this project were very high, averaging about $12,000 to $15,000 annually. For the average $500,000 project handled by CEIC, annual administration costs are in the order of $4,000 to $5,000. That the project was monitored from the Toronto office of CEIC and required travel to Fort Hope each month or so accounted for some higher than normal administration costs. Any further projects of this type could be handled more economically from the Thunder Bay office of CEIC.

Wages and benefits, only about three per cent of which leaked from the area in the form of UIC and OHIP payments, generated the greatest local economic impact. In the submissions (Table 39), these totalled $737,700 or 38 per cent. In the actual payments made under the grants from CEIC, they totalled $493,717 (wages, $482,249 and benefits, $11,468). Revenues from the operation of facilities flowed into wage payments in addition to the grants which accounts for the higher total shown in the submissions and Table 39.

Virtually all overhead/operating costs, which accounted for 47 per cent of the proposed expenditures, represented first round leakage and hence exhibited no multiplier effect. A substantial portion of capital/renovating costs, perhaps as high as 60 per cent, was of a similar nature.

Under the *Local Initiatives Program (LIP)* in operation from 1971 to 1976, funds were directed to Indian communities in Ontario North of 50° for a wide variety of projects. Some that were related to recreation facilities and airport construction might be considered to have tourism infrastructure spin-off benefits.

TABLE 42

RECREATION AND AIRPORT CONSTRUCTION PROJECTS UNDER LIP IN INDIAN COMMUNITIES NORTH OF 50°, 1971/72

Location	Project	No. of Jobs	$
North Spirit Lake	Construction of snow-mobile trails and summer playground	10	11,250
Deer Lake	Brushing for airstrip plus other clearing	24	29,076
Marten Falls	Extension of airstrip, clearing	11	7,300

Source: Canada Employment and Immigration Commission, Thunder Bay

Under the *Outreach Program* in operation from 1973 to the present, funds are provided to communities situated outside the physical geographic range of the CEIC's services to hire local people to assist in bringing programs to the attention of the residents and to expedite their applications for participation therein. This is not a tourism-related program, although assistance could be provided to tourism-related projects in an indirect manner.

Both components of the *Canada Manpower Training Program* have been applied in the tourism sector. Under the Canada Manpower Institutional Training Program started in 1967, seats have been purchased in community colleges to train Indians for a variety of occupational opportunities, some of which are tourism-related. Under the

Canada Manpower Industrial Training Program launched in 1970, employers are reimbursed a portion of the wages paid to workers placed with them under training programs. Indians can and do receive training for labour and management positions in the hotel/motel and sport camp fields under the provisions of this program.

The *Local Economic Development Assistance Program (LEDA)*, launched in 1980, provides funds to communities for the operation of industrial committees and for a degree of investment in planning and project development to a maximum of $250,000. The program is in the pilot stages, with assistance being provided to 13 communities across Canada, including Kirkland Lake and Fort Frances in Ontario. The future of LEDA will depend on the results of a program evaluation in the coming year. If the results are favourable and the program is continued and augmented, communities in Ontario North of 50° could possibly make use of it for tourism development as part of a general economic development approach.

Treasury Board

Under the *Federal Labour Intensive Program (FLIP)* of the federal Treasury Board, in operation for four fiscal years 1975/76 to 1978/79, some funding may have reached communities in Ontario North of 50° but was probably not directed to tourism development projects. No investigation of this program was undertaken during the course of this study.

Department of Industry, Trade and Commerce

Under the *Small Business Loans Act (SBLA)* administered by the Canada Department of Industry, Trade and Commerce, loans and loan guarantees are available for financing the development of any business enterprise engaged in manufacturing, wholesale or retail trade, service, transportation, construction or communications, provided that its annual gross revenue does not exceed $1,500,000. Tourism facilities are included under service enterprises.

The SBLA will guarantee, to a maximum of $100,000, loans that have been arranged through a chartered bank or any other lender designated by the Minister. Repayment may take up to ten years with a maximum interest rate floating one percentage point above the prime rate. The lender can extend funds to cover up to 80 per cent of the cost of equipment or 90 per cent of the cost of premises. Security takes the form of a mortgage on real or personal property or on equipment purchased.

It is probable that no recourse has been made to the SBLA by the tourism industry in Ontario North of 50°. Moreover, this instrument will not likely be used in the future because other funding sources more suited to the area are available, particularly in the case of Indians.

Federal Business Development Bank (FBDB)

The bank provides loans, loan guarantees and consulting services for equity investments and leasing for the modernization, expansion and operation of a business, including tourism facilities. It must be demonstrated that funds are not available elsewhere, that the equity of the borrower is sufficient to ensure a continued commitment to the enterprise, and that prospects for success are reasonable.

The extent of involvement of the FBDB with tourism enterprises in Ontario North of 50° was not ascertained in this study. There has been no lending to Indian tourism enterprises to date and, most likely, there will be none in the future. Non-Indian tourist accommodation enterprises in locations along Highways 11 and 17 and some outpost camps to the north have made recourse to the FBDB, sometimes with disastrous consequences.

The bank executes both the inspection and lending functions. These functions are separated in the operations of the Ontario Development Corporation (ODC), as noted subsequently. The FBDB often does not enjoy sufficient knowledge of the local northern tourism situation, unlike the ODC which receives information from the district tourism consultants of the Ontario Ministry of Tourism and Recreation who conduct the inspections. The FBDB operates essentially as a conventional lender whenever an entrepreneur encounters loan payment problems. Unlike the ODC, it usually does not consider broad community employment generation and other socio-economic factors.

Department of Fisheries and Oceans

Under the *Tourism Wharf Program,* financial assistance is given for wharves and launching ramps constructed in areas having tourism potential or in areas in which tourism is an established industry. Construction costs must not exceed $15,000. Since Indians have available alternative sources of funding, they will not likely make use of this program. Possibly future installations at Moosonee, Red Lake or Sioux Lookout could be eligible for funding.

The *Marina Policy Assistance Program* of the Canada Department of Fisheries and Oceans is intended to encourage the development of public facilities for recreational boaters, in particular those who can be classed as tourists. Breakwater construction and dredging are performed by this federal department on condition that the developer will establish onshore facilities of at least equal dollar value. Onshore facilities may include many services required by the boating public, such as launching ramps, wharves, roads, water, power, fuel, accommodation, restaurants, repair shops, and boat storage. Land costs are not to be taken into account in equity consideration.

It is difficult to envisage any application for assistance under this program in Ontario North of 50° from a tourism development standpoint. Larger road-accessibile communities such as Sioux Lookout or

Red Lake may represent an exception. In the case of communities in the Tidewater region, navigation and harbour improvements would be achieved under other programs and for purposes other than tourism. From time to time, however, specific situations may arise in which a program of this type might be useful.

Department of Secretary of State

Under the *Multicultural Projects Grant Program* of the Canada Department of the Secretary of State, grants are provided to organizations for projects and events that contribute to an understanding and acceptance of the various Canadian cultures making up the Canadian social fabric. Many of these projects and events have significant tourist attractivity and can be considered as infrastructure for the sector.

No attempt was made in this study to identify projects in Ontario North of 50° supported under this program. While Indian groups are known to have received funding under the program, probably a limited amount (if any) has been directed to significant tourism-related aspects.

Joint Federal-Provincial Programs

Federal-Provincial Resources Development Agreement (RDA): Department of Indian Affairs and Northern Development and Ministry of Natural Resources

Among the federal-provincial cost-sharing programs providing funds for Indian tourism developments in Ontario North of 50°, the federal-provincial Resources Development Agreement (RDA) has been the primary instrument applied in the case of sport camp development, particularly development of goose camps in the Tidewater region. Its application in other parts of Ontario North of 50° has been limited but is certain to increase in the future.

The Agreement, which has been in operation continuously since 1958, is designed to stimulate specific sectors of the Indian economy such as commercial fishing, forestry, fur, wild rice and tourism. It is renewed every five years. As noted in the discussion of the funding program of DIAND, the federal contribution to the RDA forms part of the socio-economic component of the Indian Economic Development Fund.

A fundamental review and clarification of the basic concepts and operational procedures of the federal-provincial Resources Development Agreement appears to be necessary. It was originally intended to be a small-scale fund used to test the strength of development concepts and opportunity thrusts. It is now functioning largely as a full-scale development fund, as is clearly reflected in the request for a substantive budget increase under the renewed Agreement.

An appreciation of the scale of investment in Indian-operated goose camps in the Tidewater region can be gained from a cursory examination of Table 43 summarizing data presented in a study completed in 1978.

TABLE 43

EXPENDITURES FOR GOOSE CAMPS IN THE TIDEWATER REGION UNDER THE RESOURCES DEVELOPMENT AGREEMENT, 1963/64 to 1976/77

Fiscal Year	Direct Assistance to Camps (1)	Resource Development Officers
1963/64	10,985	
1964/65	6,730	
1965/66	6,807	
1966/67	15,010	
1967/68	60,608	
1968/69	27,000	
1969/70	25,500	
1970/71	38,728	29,358
1971/72	71,646	32,482
1972/73	32,263	50,457
1973/74	31,328	38,880
1974/75	68,081	30,654
1975/76	69,112	39,701
1976/77	109,540	50,474
TOTAL	$573,338	$272,006

Source: Reference [1]

(1) Includes Fort Severn, Winisk, Attawapiskat, Kashechewan, Tidewater and Anderson's Camps. Tidewater Camp, turned over to Mr. J. Rickard of Moose Factory in 1976, includes only 13 years of funding. Anderson's Goose Camp includes only the purchase price of the establishment in 1976.

In the 14-year period between fiscal years 1963/64 and 1976/77, $573,338 was spent under the program in direct assistance to the camps. An additional $272,006 was spent between 1970/71 and 1976/77 for direction and supervision by Resource Development Officers of the Ministry of Natural Resources in Moosonee District.

Capital development costs for five camps over the period 1963/64 to 1975/76 are summarized by expenditure category in Table 44.

TABLE 44

CAPITAL DEVELOPMENT COSTS FOR FIVE GOOSE CAMPS,
1963/64 to 1975/76 (1)

Item	$	%
Buildings	115,034	54
Cold storage equipment	19,299	9
General equipment	58,333	27
Transport equipment	20,387	10
TOTAL	213,053	100

Source: Reference [1]

(1) Includes Winisk, Attawapiskat, Kapiskau, Kashechewan and Tidewater Goose Camps.

The average expenditure per camp was $42,611. Costs per camp were as follows: Winisk, $73,793; Attawapiskat, $37,435; Kapiskau, $45,266; Kashechewan, $27,577; and Tidewater, $28,982. In the case of the Winisk Goose Camp, the higher than average costs reflect the loss due to flooding of the first camp in which $27,947 had been invested. Average capital development costs have therefore been reasonable.

The constant need to cover operating deficits in the camps over the years has been substantive. The situation for six camps is shown in Table 45.

From this summary it will be clear that many of the camps operated in a deficit position for most years; moreover, they are still in this undesirable position. The situation is discussed in detail in a subsequent section of the report.

In recent years, the RDA has been applied to Indian hunting and angling sport camp development in parts of Ontario beyond the Tidewater region. It is almost certain that requests will increase rapidly over the next few years. Unfortunately, it is impossible to obtain a central information source for the identification of total costs for these facilities over the years as was the case with the goose camps. However from about $224,100 in grants and requests for equipment and camp renovation over the last three years identified during the course of investigations, it is possible to obtain a useful appreciation of the general magnitude of investments required for various items.

TABLE 45

PROFIT AND LOSS PATTERN FOR GOOSE CAMPS

Camp and Period	Profit		Deficit	
	$000	Years (1)	$000	Years (1)
Fort Severn, 1963-1973 (2)	4.1	6	8.8	3
Winisk, 1968-1976 (3)	15.5	2	70.4	5
Attawapiskat, 1969-1977	-	-	86.9	9
Kapiskau, 1968-1976	2.9	1	83.3	8
Kashechewan, 1968-1976	0.8	1	144.7	8

Source: Reference [1]

(1) Indicates the number of years that a profit or a deficit resulted and the total amount involved over that period.

(2) In 1970 and 1971 the Fort Severn Camp broke even.

(3) Excludes 1969 and 1971 in which capital expenditures and depreciation were included under expenditures.

For the development of three sites on the Winisk River selected in 1978, Winisk River Camps requested aid under the RDA in 1980 totalling $41,660. The camps were intended for use by sportsmen seeking a somewhat cheaper package involving a short travel distance from the Winisk terminal of scheduled air services. Itemized costs presented in the submission are shown in Table 46.

Equipment, including boats and motors, represented the major item (87 per cent of capital cost items and 63 per cent of total costs). Presumably local lumber was to be used in building construction. Interestingly, freight costs were set at $7,200 or 17 per cent of the total estimate.

In the fiscal year 1981/82, Winisk River Camps requested $16,300 for equipment to open three new tent camp operations. They were allotted $13,400 or 82 per cent of the requested amount. Only $11,500 or 70 per cent was actually spent.

In 1981, when funding terminated under the LEAP program, support was requested under the RDA by the Ojibway Wilderness Camps for operation and improvements as shown in Table 47.

TABLE 46

SUBMISSION FOR RESOURCES DEVELOPMENT AGREEMENT FUNDS BY WINISK RIVER CAMPS, 1980

Item	Cost ($)	% Capital Costs	% Total Costs
Buildings	2,514	8	6
Equipment	26,131	87	63
Utensils	1,406	5	3
Subtotal	30,051	100	72
Gas and Oil	4,409		11
Freight	7,200		17
TOTAL	41,660		100

Source: Department of Indian Affairs and Northern Development

TABLE 47

SUBMISSION FOR RESOURCES DEVELOPMENT AGREEMENT FUNDS BY OJIBWAY WILDERNESS CAMPS, 1981

Item	Cost ($)	% Capital Costs	% Total Costs
Building Materials	10,947	92	47
Equipment	996	8	4
Subtotal	11,943	100	51
Gas and Oil	8,820		38
Ice Harvest	2,640		11
TOTAL	23,403		100

Source: Department of Indian Affairs and Northern Development

In the 1982/83 fiscal year, several projects requested funding under the RDA. While a strong focus on goose camps is evident, there is a clear suggestion of a wider geographic application of the program as shown in Table 48.

In October 1976, an inventory was completed for the Fort Hope camps in the Nakina District of DIAND. The data provide reasonable indication of the scale of the operations in terms of present worth at that time. They must not be interpreted, however, as a measurement of total investment in the facilities.

Agricultural and Rural Development Agreement (ARDA): Canada Department of Regional Economic Expansion and Ontario Ministry of Agriculture and Food

Under federal-provincial Agricultural and Rural Development Agreements across Canada, funds were made available for park, tourist and outdoor recreation facility development in depressed rural areas.

The experience of the ARDA program in the Whitewater Lodge development, a special situation, is reviewed in this report. Other application of the program was minimal and probably non-existent in Ontario North of 50°.

It is unlikely that Indians in the study area will have recourse to this program. More attractive alternative sources are available. For Ontario North of 50°, the program has now been superceded by the Northern Ontario Rural Development Agreements discussed subsequently.

The following review of the development of the Whitewater Lodge, sometimes referred to as the Ogoki Wilderness Lodge, is presented primarily to ensure that the lessons learned at substantial public cost will not be lost sight of in future tourism development planning in Ontario North of 50°. There is no intent to expose or lay blame for a series of events that, for a variety of reasons, simply grew out of control in a very short time.

The Ogoki River Guides, a charitable, non-share capital corporation established under Part 3 of the provincial *Corporations Act*, was set up some years before the development of the Ogoki Lodge in the mid-1970's. Membership is open to any resident of Collins (87.5 per cent Metis and 12.5 per cent Treaty Indian) ten years of age or older. The Patience brothers (Donald, Peter and Hamish) hold controlling positions.

The Corporation started out to show that it could be financially responsible and complete projects according to schedule. A successful guide training program was undertaken, a lake survey was conducted for the Ministry of Natural Resources, and a grant was obtained from the Native Community Branch of the Ministry of Culture and Recreation (now the Ministry of Citizenship and Culture).

TABLE 48

SUBMISSIONS FOR RESOURCES DEVELOPMENT AGREEMENT FUNDS FOR SEVEN PROJECTS, 1982/83

Project	$ Requested
Fort Hope Development Corporation 8 aluminum boats 5 motors (9.9 hp) It was claimed in the submission that the camps could house more clients but that boats are lacking for their use.	14,000
Sabaskong Ojibway Band To redevelop an old camp on the Reserve as an outpost camp. Consultants found the project uneconomic in a feasibility study completed two years ago but the Band apparently feel that conditions have altered.	40,138
Goose Camps in Tidewater Region	
Winisk To purchase a truck to transport hunters from camp to hunting areas on the margins of the delta.	18,700
Kapiskau For a seasonal staff position. A proposal for the construction of an air strip on a gravel ridge adjacent to the camp has been prepared. The total estimated cost of $28,000 would be spread over 2 years as follows: Year 1, $13,000; Year 2, $15,000. The project might be funded by the Ontario Ministry of Northern Affairs.	7,800
Anderson's Camp For staff appointment on seasonal basis.	7,900
Kashechewan (Hughes Camp)	9,200
Fort Severn Camp For purchase of a truck to transport hunters 4 km from airport to embarcation point on river for the run downstream to the camp. This camp has been turned over to Mr. J. Stoney but requests are still made for grants for capital assistance.	5,500
TOTAL	103,238

Source: Department of Indian Affairs and Northern Development

TABLE 49

INVENTORY OF FORT HOPE CAMPS, OCTOBER 1976

Item	Estimated $ Value
Boats	4,500
Motors 5 x 9.9 hp, 1 x 9 hp 4 x 6 hp 1 x 7.5 hp	7,000
Peninsular Lake Camp Log Cabin (guest) 20' x 25' Cabin (guides) 12' x 16' Cabin (cooking) 12' x 16' Warehouse 12' x 16' Ice House 16' x 16' Dock 30' x 10'	6,000
Kenozhe Lake Camp Cabin (guest) 20' x 16' Cabin (guides) 12' x 16' Cabin (cooking) 12' x 16' Warehouse 10' x 8' Ice House 12' x 12' Dock 15' x 4'	6,000
Machawaian Lake Camp Cabin (guest) 20' x 16' Cabin (guides) 12' x 16' Cabin (cooking) 12' x 16' Warehouse 10' x 8' Ice House 12' x 16' Dock 15' x 4'	10,000
Purchase Lake Camp Cabin (guest) 20' x 16' Cabin (guides) 12' x 16' Cabin (cooking) 12' x 16' Warehouse 10' x 18' Ice House 12' x 12' Dock 15' x 14'	6,000

Source: Department of Indian Affairs and Northern Development, Nakina District

The Ogoki Lodge had its beginning in fairly modest and practical concepts that seemed to "grow like topsy" until the project was virtually out of administrative control. In the final stages, the operation reached a degree of sophistication far beyond the skills of the management of the Ogoki River Guides.

Wendel Beckworth, an American who retired to Collins, where he had lived for 14 or 15 years and functioned as an unofficial advisor to the community which built a cabin for him on Whitewater Lake, developed the concept of a teepee-type lodge. It was intended to function as a type of refurbishing or rest stop for canoeists on trips from Armstrong into the Albany River System, and perhaps to support a small commercial outpost sport camp enterprise run by the Ogoki River Guides. Subsequently, the Ogoki River Guides, under the leadership of the Patience brothers, developed a few rough sketches or plans of a lodge with a central dining/reception area and wings for accommodation.

The plans or sketches were taken to the federal Department of Regional Economic Expansion (DREE) for consideration under the terms of the federal/provincial Agricultural and Rural Development Agreement (ARDA). A grant of $10,000 was obtained from the Native Community Branch of the Ontario Ministry of Culture and Recreation to secure the services of an architect to prepare suitable plans. The architect, Ernie Taul of Sheldon B. Rosen of Toronto, brought together a number of concepts, including Beckworth's teepee design, and the maximum use of local materials and building skills, particularly log building technology. A professional construction cost estimator, Drake Company Ltd. of Toronto, completed a thorough evaluation, setting the range between $700,000 and $800,000. This was not far removed from the rule-of-thumb estimate made by the Ministry of Industry and Tourism (now the Ministry of Tourism and Recreation).

The foregoing schedule of events is logical and business-like in every respect. However, problems subsequently arose in a number of directions and due to a variety of circumstances.

The Ministry of Natural Resources, on the basis of a detailed survey of the Ogoki Reservoir (an integral part of the diversion scheme channelling waters through the Jackfish River to the northern end of Lake Nipigon and eventually to Lake Superior), indicated the strengths and limitations of the angling potentials. A potential for walleye and pickerel was present. Whitefish of seven or eight pounds weight were exploitable in May and June when they would take the hook. However, the reproduction rate was low due to cold winters and low nutrient values. When the lodge was about half completed, a mercury problem was found to be present, perhaps induced by the two-meter fluctuation in water levels which draws the mineral from the silt banks of the impoundment each season. While the supply foundations for sport fishing were stated clearly, there appeared to be a general reluctance to recognize limitations throughout the history of the project.

The proposal was presented to the federal Department of Regional Economic Expansion for funding under the ARDA program. At this point, a series of administrative organizational arrangements followed that are clearly illustrative of problems that can arise from pressures exerted on a framework of divided or joint administrative responsibilities.

A share capital corporation called the Ogoki Wilderness Lodge was established. The Ogoki River Guides held 50 per cent of the shares of the lodge corporation and the remaining 50 per cent were owned by individual residents of Collins, including the Patience brothers.

The involvement of both the Ogoki River Guides, a non-share capital corporation, and the Ogoki Wilderness Lodge, a share capital corporation, made it possible for the project to gain access to the full range of financial assistance available from federal and provincial government funding programs. Interestingly, the Ogoki River Guides never signed the agreements.

Federal authorities considered that the province had agreed informally in negotiations to pay 50 per cent of the cost under the ARDA program. Two years after the original cost estimates had been prepared, DREE considered a contribution of $325,000 as the 50 per cent share of an estimated $625,000 total cost for buildings and equipment including boats and motors. This contribution was never met by the province.

Over the three and one-half year construction period, costs continually escalated so that the project was frequently short of cash. DREE simply continued to contribute funds to bring the embarrassment to an end. Part of the increased cost could be attributed to delays in decisions to continue the project until late in the winter, making it necessary to fly in construction materials at high freight costs rather than haul by the cheaper winter road method. Because there was no airstrip, it was necessary to use a large float plane for these purposes. In one summer, transport costs amounted to $34,000. The DREE administration became frustrated by the continuing demands of the project and determined to finish it at all cost. The provincial ARDA administration was finally pressured to put between $100,000 and $200,000 into the capital development to bring the project to a speedy conclusion. In 1977, the camp was turned over to the Ogoki River Guides for a token $1 transfer fee, with DREE assuming no responsibilities for marketing or operation.

In 1977, the provincial government, by Cabinet decision, agreed to provide operational grants to the lodge on a decreasing scale over the first three years (Year 1, $75,000; Year 2, $50,000; Year 3, $25,000) on condition that specified occupancy rates were met. The funds were

administered by the Native Community Branch of the Ministry of Culture and Recreation with an administrative overview by the staff of the Resources Policy Secretariat. A series of operating and marketing steps followed that were a clear recognition of the inability of the local management to perform these functions. It appears that little attention was given to management and marketing aspects until the capital development phase was nearing completion, a blunder of major proportions.

In 1978 (Year 1 of operations), a former employee of the Ministry of Natural Resources was selected by the Patience brothers to manage the development. The operating season was a disaster. There was no market plan. Occupancy (50 guests) reached only three per cent of capacity. Service was reputed to be poor and management inadequate.

In 1979, the second season, the lodge was operated by the Patience brothers. A Cabinet grant for operations was provided even though the occupancy requirement was not met the previous season; presumably extenuating circumstances were considered to be sufficient justification. A slight, but not significant, increase in business ensued with some repeat business in spite of poor service the previous season.

The third operating season in 1979, and the second by the management of the Corporation, proved to be another disaster. The facility was marketed under contract with Central Canada Travel of Thunder Bay. Apparently about 200 American sportsmen expressed interest in the lodge. The booking agency, fearing loss of reputation and possible legal suits, abruptly pulled out of the arrangement after the first guest they brought in complained that there was nobody to meet him at the lodge and that no service was provided as stipulated in the advertising.

Cabinet refused to provide an operating grant of $25,000 for the 1980 season; the lodge, therefore, did not operate then.

In 1981, the Ministry of Industry and Tourism stepped in to place the camp on an operational basis again. The province assumed responsibility for the outstanding debts of the Corporation, putting the remaining Cabinet grant of $25,000 into the hands of a lawyer in Thunder Bay to meet outstanding financial obligations.

The Thunder Bay regional office of the Ministry of Industry and Tourism played an important expediting role in the attainment of new management arrangements for the 1982 season. Several prospective management parties were brought in contact with the Patience brothers who

made a choice on the basis of their own judgement. In effect, they received no advice from the Ministry of Industry and Tourism in the selection process.

Under an arrangement concluded prior to the 1982 operating season, the lodge was rented from the Ogoki River Guides for a 20-year period by Mr. Phil Robinson, the owner/operator of Ontario Wilderness Adventures at Pickle Lake and its associated Miminiska Lodge. The agreement is subject to review after five years. The Patience brothers still retain ownership of the lodge. An annual rent set at a fixed sum or percentage of gross revenue, whichever is the higher, will be paid to the Patience brothers. The complicated formula, an agreement between two companies and hence a private matter, is open to renegotiation after five years. Ontario Wilderness Adventures spent between $50,000 and $100,000 in renovations and refurbishing to bring the camp to a satisfactory operating state (new boats and motors, docks, water pumps, general clean up). They must train local people to manage the facility and hire guides in the Collins area, going outside only if their requirements cannot be locally satisfied. This labour/management training part of the agreement will be reviewed after five years. The management of the Ogoki River Guides must be landlords of "quiet enjoyment", visiting the lodge only once or twice a season and remaining completely outside the operations. Ontario Wilderness Adventures has assumed full responsibility for marketing, probably focusing their efforts on the midwestern United States (Chicago and Milwaukee) and the eastern United States (Cleveland, New York and Boston).

Unfortunately, it proved impossible to develop a detailed history and evaluation of public expenditures associated with the construction, operation, maintenance and training programs of Ogoki Lodge. File information could not be found at the Regional Office of DREE in Thunder Bay and some senior departmental staff involved in the project have retired. Confidential senior management reports prepared by DREE, including expenditure review studies for 1975 and 1976 and a detailed accounting study, were not made available. Newspaper articles appearing in the *Globe and Mail* in 1978 and the *Northern Ontario Business Review* in January 1981 are said to be reasonably accurate by some knowledgeable sources, and are possibly based on leaked information. The following commentary is based largely on these sources [19, 20, 30].

Capital development costs were funded virtually 100 per cent by DREE under the Agricultural and Rural Development Agreement (ARDA), with no cost-sharing by the province as is normal under this agreement. The Department of Indian Affairs and Northern Development remained entirely outside the project since status Indians were not involved. About 92 per cent of the total expenditure, or $1.9 million, was incurred by DREE. Provincial funding by the ARDA administration, Ontario Ministry of Agriculture and Food and the Native Community Branch, Ministry of Culture and Recreation to cover operation, maintenance and training costs amounted to about $194,000 or eight per cent of the total.

Final total costs were approximately $2.1 million. Capital construction accounted for about $1.2 million or 60 per cent. Final costs represented an overrun of just over $924,000, or 300 per cent compared with the estimate of $300,000 prepared in 1975. Operation and maintenance costs, for which the province assumed some responsibilities, were substantial, amounting to 40 per cent of the total.

Northern Ontario Rural Development Agreement

Under the terms of the *Northern Ontario Rural Development Agreement (NORDA)*, a subsidiary agreement to the Canada-Ontario General Development Agreement (GDA) signed in March 1981, a total of $18.5 million in federal and provincial funds was made available over a five-year period from March 30, 1980 to March 31, 1985 for the attainment of purposes and objectives defined as:

"a) The purpose of this Agreement is to provide for the joint participation of Canada and the Province in programs consistent with the objectives of the GDA, including the reinforcement of the general policies and priorities of the Province concerning the expansion and diversification of economic activities in the rural areas of Northern Ontario.

b) The objectives of the Agreement are:

(i) to promote the economic development of the resource-based sector, including forestry, mining, agriculture, tourism, fishing, hunting, trapping, directly related processing activities, and other industries in rural areas of Northern Ontario to effect an increase in the levels of employment income and productivity in these areas;

(ii) to create or maintain employment opportunities appropriate to the residents of rural areas of Northern Ontario through resource management, and the development and diversification of resource-based and other industries;

(iii) to promote the capital development and expansion of processing and marketing facilities to develop resource-based products in the rural areas of Northern Ontario;

(iv) to promote an increase in the productivity and competitiveness of the resource base in the rural areas of Northern Ontario through readjustment and diversification;

(v) to provide the infrastructure to support the expansion of existing enterprises in the rural areas of Northern Ontario and to provide scope for the development of new programs and projects; and

(vi) to provide research, feasibility and evaluation activities to assist in the implementation, administration and planning of development programming in the rural areas of Northern Ontario and to supply relevant and appropriate studies and information otherwise not available in those areas to support development programs and projects;

c) The intent of this Agreement is to provide rural development assistance in Northern Ontario and, to that end, funding assistance may be provided for projects:

(i) outside of major urban centres of Northern Ontario; and

(ii) within those major urban centres of Northern Ontario where the projects are intended primarily for the benefit of residents of rural areas of Northern Ontario."[10]

Among five programs designed to achieve these objectives, tourism development was included and defined as follows:

> "To provide tourism development incentives to the private sector for upgrading, expanding and diversifying facilities, services and activities, and to support studies for selected large-scale projects and tourist development zones." [10]

In total, $3 million was allocated for tourism development over the five-year period. This amounted to 16 per cent of the total of $17 million provided under the entire program.

There are three sub-projects or activities eligible for funding under the tourism development component of NORDA. These can be briefly summarized as follows:

> Planning and Feasibility Studies intended to stimulate investment in the development and expansion of regionally significant tourism projects. Contributions up to 100 per cent of the costs are possible with government agencies or the private sector being eligible. No upper limit to individual project costs is stated.

Tourist Attraction Development intended to aid individuals, corporations or groups to develop shoulder, off-season or winter tourist attractions of potential regional significance in terms of economic stimulation, employment generation and operator income. Financial assistance is limited to the lesser of $50,000 or 50 per cent of approved costs. Projects requiring less than $5,000 are not eligible.

Tourist Facility Marketing intended to assist tourist operators to develop or expand their marketing programs to improve income, create additional employment and stimulate related economic activities. Assistance takes the form of interest-free, forgivable performance demand loans amounting to the lesser of 50 per cent of approved marketing costs or $50,000.

The funding available, $3 million over five years, is obviously limited, particularly when it is remembered that it must meet the needs of all Ontario north of the Lake Nipissing/French River corridor. There is a distinct possibility that a substantial proportion will be diverted to planning and feasibility research, probably stimulated, directed, or even undertaken by government agencies. In this respect, the program would simply represent a funding source for research projects of the Ministry of Tourism and Recreation, probably at the regional level. It could be applied to project feasibility research conducted anywhere in Ontario North of 50°, including areas north of the 7th and 11th baselines. In the latter case it could pose a threat to future development of tourism potentials by Indians, particularly if they remained apart from the study.

It is to be stressed, however, that Indians and Indian organizations involved in the tourism sector are eligible for funding under the tourism development program of NORDA. Indian goose camp operators have applied and received assistance for the marketing of their privately owned camps at sport shows in southern Ontario and the United States. Presumably an Indian tourism development interest group could obtain funds to investigate the feasibility of a series of sport camp developments and other associated tourism projects surrounding a community particularly when organized as a development corporation.

In recognition of the special needs and circumstances of Indians in northern Ontario, a portion of the fund totalling $1.5 million over the five-year period of the agreement, or $300,000 per year, was set aside for their exclusive use. The Departments of Indian Affairs and Northern Development and Regional Economic Expansion share the federal portion of the contribution equally. Indians, however, still had access to the $17 million in the other portion of the fund noted earlier. A special committee was set up to prepare guidelines for the disbursement of funds and to review projects submitted for assistance. As the $1.5 million will be applied to all programs of NORDA, a limited amount will be available for tourism projects.

A special committee was set up to prepare guidelines for the operation of the Indian component of NORDA (see Support Documentation). Its deliberations revolved largely around the concepts of involvement and benefit relative to eligibility. It was considered that primary involvement, as represented by 50 per cent or more equity in the business for which assistance was requested, was necessary. Furthermore, 50 per cent or more of the benefits must be in the form of wage and salary payments to Indians. Some flexible combination of involvement and benefit was possible. For example, there could be 100 per cent involvement and 40 per cent benefit, or 60 per cent involvement and 80 per cent benefit, yielding a combined percentage of 70 per cent in each case.

The question of Indian status became a factor in cost-sharing arrangements between governments and government agencies. In the case where the eligible Indian party lived on-reserve, 100 per cent of the funding was to come from federal sources with DREE and DIAND sharing on a 50/50 basis. The location of the business was not taken into account; in this case, on-reserve residence was the determining factor. In the case where the applicant lived off-reserve, the costs were to be shared by the federal and provincial governments according to the percentage of Indian benefit and involvement. The federal contribution in this instance was to be shared between DREE and DIAND, again in accordance with Indian benefit from the project.

The impact of this funding source on Indian tourist enterprises is likely to be limited. In Ontario North of 50°, the total funds are small and available only to private enterprise operations. Two private Indian goose camp operators did make successful applications in 1981 for funds to promote their camps at sport shows in southern Ontario and the United States. Since DIAND had terminated financial assistance for these activities in 1980 and 1981, the funding was useful but not critical in that the camps would have met market costs with their own resources. The funding really did little more than postpone the inevitable need of the operators to finance their advertising and promotion efforts from their own financial resources.

Provincial Programs

Several provincially financed assistance programs of ministries of the Ontario Government require mention. While most have not been utilized to any great extent to date, particularly by Indians, they may have some future application in Ontario North of 50°, especially in the more southerly communities in the southwest.

Ministry of Citizenship and Culture, Native Community Branch

Under the *Small Business Development Program* of the Native Community Branch of this Ministry, a modest block of funds, about $375,000 for all Ontario in 1981/82, is available annually to support

native organizations and communities in the development of viable business enterprises, among which tourism and handicraft production are included. The upper limit for any project is $25,000, and most grants are $15,000 or less.

The program is available to status Indians, particularly those living off-reserve, and to Metis and non-status Indians. It is the only economic development program specified as available to Metis in Ontario. Funds may be advanced to band councils, community corporations or co-operatives but not to individuals. However, these groups may turn the money over subsequently to one or more individuals to develop and operate a project.

In situations when a ministry, especially the Ministry of Northern Affairs, may want to support a project but avoid the risk of incurring a precedent, it sometimes passes funds to the Native Community Branch for these purposes through a journal entry. In effect, the Branch may simply move money from other government agencies to native projects.

Grants are usually on a one-time-only basis, or a short-term basis at most. Any project that requires several years of continuous funding must be handled under another program. The funding is intended to function simply as seed, catalytic or expediting and bridging money.

In the lending field, the Native Community Branch is essentially a reactive rather than an active project development agency. In effect, the impetus must be generated at the community or local level.

Tourism is considered a legitimate business development field insofar as eligibility for grant funding is concerned. Projects of this category have been supported. For example, a marina development at Rat Portage funded by DIAND, Canada Employment and Immigration Commission, and perhaps DREE was also supported by the Native Community Branch. The latter's contribution took the form of a grant to cover the costs associated with the hiring of a project coordinator, something not included in the funding provisions of the main agreement. Ojibway Resorts Limited at Thunder Bay received a grant of just under $25,000 for snow-making equipment. In the mid-1970's, some bridging grants were given to Sachigo and Sandy Lake for tourism purposes; however, records were not readily available.

Grants have been made frequently for craft production and marketing. This usually involved money up-front for material purchase (beads), sometimes for limited instruction and the marketing of output to wholesalers. A request of Fort Severn Band in 1981 for $76,000 for a major craft training program was considered too large to be handled by the Branch.

As presently constituted, this business developmnt fund of the Native Community Branch will likely not be a major force in the financing of native tourism development in Ontario North of 50°. The funds are too limited and cannot be used to support an individual, which appears to be the preferred ownership pattern of the future. However, the fund can be useful to fill gaps, initiate and test small pilot ideas, and direct money to Metis and non-status Indians.

Leadership training funds provided by the Native Community Branch could be used for skill training in the tourism field. Three or four years ago, guiding courses offered by Confederation College were supported through grants for the purchase of boats and motors. The on-the-job training course was run at a bush camp at Collins. When the concept of mandatory provincial licensing of guides was dropped, the course expired. For status Indians, the funding of leadership training is probably not of importance because of the availability of alternatives offered by DIAND and CEIC. For the Metis and non-status Indians, however, this fund might be useful on some occasions.

Feasibility studies can be funded for particular undertakings, including tourism development projects. While the amounts available for this purpose are limited, they could prove useful for preliminary concept development and testing of novel initiatives, particularly by Metis and non-status Indian communities.

The *Wintario Grants Program* administered by this Ministry will provide assistance to non-profit organizations, municipalities, and Indian bands and community groups for projects related to recreation, sports/fitness, culture, heritage and multiculturalism. There can be indirect benefits to tourism associated with the grants to the extent that they strengthen the infrastructure supply foundations of the industry. This is particularly true with respect to heritage resource development and the increased availability of halls for the staging of special events having tourist attractivity.

The application of the program in Ontario North of 50° was not probed in this study. It is noted, however, that there has been considerable money directed to Moosonee/Moose Factory by the Ministries of Citizenship and Culture and Northern Affairs for the identification, preservation and development of cultural or heritage resources which have enhanced the tourist attractivity of this destination area.

Ministry of Industry and Trade:
Northern Ontario Development Corporation

The Northern Ontario Development Corporation (NODC), set up in 1979, has had a fairly extensive and steadily increasing involvement with the tourism sector almost since its inception. Four loan programs funded or administered by the NODC are available to tourist accommodation and sport camp operators throughout the province, including Ontario North of 50°. These include the *Tourism Term Loan Program (TTLP)*, the *Ontario Business Incentive Program (OBIP)*, the *Tourism Redevelopment Incentive Loan Program (TRIP)* and the *Tourism Grading Term Loan Program (TGTLP)*.

No Indian enterprises are involved in the lending activities summarized in Table 50. Moreover, these loan programs are not likely to prove attractive to Indians in the future. There are constraints on their application to Indians, largely due to the fact that loans cannot be secured by property located on reserves. A mortgage can be taken,

however, on facilities located on leased Crown lands situated off reserves. More importantly, Indians can secure more favourable terms from programs especially designed to meet their specific needs and business operating attitudes.

In terms of programs, the bulk of the lending (95 per cent) shown in Table 50 has been associated with the Tourism Term Loan. This focus is certain to continue since the Tourism Redevelopment Incentive Loan and the Tourism Grading Term Loan are less comprehensive in the coverage of facilities and are scheduled to operate over a limited time period.

The predominant geographic focus of the loans (98 per cent) in the northwestern part of Ontario North of 50° is immediately evident. This is a clear reflection of the concentration of the investment on facilities having highway or road access. Considerable recourse to the programs by operators of tourist facilities along Highway 11 to the south of 50° was not included in Table 50.

The *Tourism Term Loan Program* represents the central instrument of the NODC for direct lending to the tourism sector across all of northern Ontario, including Ontario North of 50°. This program is the oldest and most comprehensive in terms of the scope of eligible developments. When traditional funding under normal terms and conditions is not available, loans can be advanced for resort, campground, hotel, motel, cabin/cottage and fly-in camp development, improvement, expansion and renovation. Restaurants and attractions benefiting tourist accommodation operators in an area are also eligible. Funds are not provided for refinancing in the case of a transfer of ownership since this does not benefit the community in the form of new job creation. However, a loan guarantee of up to 75 per cent may be provided in these circumstances.

In the case of remote outpost camps, loans can be obtained for cabin development, docks, snowmobiles, all-terrain vehicles and planes if they are an integral component of the operation. In the case of other air operations, NODC will fund only ground installations such as hangars, but not planes, Theoretically, NODC would assist Indian entrepreneurs to purchase an operating airline, provided that it did not compete with existing services and tourist businesses.

Term Loans are offered at two per cent below the base lending rate established by the NODC for terms up to 15 years. This amounts to about five percentage points below prevailing bank rates. Repayment schedules can be geared to the seasonal cash flow patterns of the industry, so that the loan may be carried virtually interest free over the winter season. The flexibility in repayment scheduling is a decided advantage and attraction of the program.

TABLE 50

THE GEOGRAPHIC FOCUS AND REPAYMENT HISTORY OF LOANS ADVANCED BY THE NORTHERN ONTARIO DEVELOPMENT CORPORATION TO TOURISM ENTERPRISES IN ONTARIO NORTH OF 50°

Program & Area Focus	Period of Involvement	No. Loans	Total Amount	Repayment History					
				Repaid		Outstanding		Write-Off	
			$(000)	No.	$(000)	No.	$(000)	No.	$(000)
Tourism Term Loans 1971-82									
Ear Falls	1972-77	6	366	1	20	5	346		
Jellicoe	1975-77	2	195					2	195
Minaki	1970-78	8	5,862	4	555	3	307	1	5,000
Moosonee	1971-80	3	239			2	222	1	17
Nakina	1974-82	5	382			5	382		
Perrault Falls	1974-82	2	90			2	90		
Pickle Lake	1974-80	3	225			3	225		
Red Lake	1973-81	6	265			6	265		
Savant Lake	1973-78	4	450			2	150	2	300
Sioux Lookout	1973-80	7	1,021			7	1,021		
		46	9,095	5	575	35	3,008	6	5,512
Tourism Redevelopment Incentive Loan Guarantees 1980									
Sioux Lookout & Perrault Falls	1980	3	522			3	522		
Tourism Grading Term Loan (1)	To February 1981 not taken up in Ontario North of 50°								

Source: Ontario Development Corporation, Information Office

(1) To March 1982 this program had limited or no effect in Ontario North of 50°

About $9.1 million in Tourism Term Loans have been advanced to tourist-related enterprises in Ontario North of 50°. About 11 per cent of the loans and 96 per cent of the amount involved have been related to accommodation businesses, including hotels, motels and sport camps. Three loans totalling $5.4 million were associated with the Minaki Lodge Resort Limited. If this special situation is removed from consideration, the activity under the program is reduced to 43 loans totalling about $3.7 million, of which 90 per cent went to accommodation and sport camp operators.

Four loans totalling $365,000 were made to airlines under this loan program. One was repaid while two, totalling $195,000, were written-off and one remains outstanding. These loans probably involved plane purchases and docking at sport camp facilities. Clearly, loans to air enterprises have proven risky.

The loans in Moosonee were made for support of tour boat facilities and a bakery that was considered tourist-related in that a substantial portion of the anticipated market was expected to be associated with riders on the Polar Bear Express. The loan to the latter venture was written-off. The former is in good standing with the tour boat, Polar Princess, providing a marked enhancement of the attractivity of the destination area.

No detailed analysis of the repayment history of loans was undertaken in this study. However, it is known that some enterprises would have been repossessed if their loan funds had been supplied by conventional lending agencies. This aspect should be carefully examined in any future detailed planning study for tourism development in Ontario North of 50°.

Eliminating the special cases of Minaki Lodge and the transportation component of the Tourism Term Loan Program, the repayment experience with the tourist accommodation sector has been mixed. Two loans totalling $300,000 have been entirely written-off, while one totalling $20,000 has been entirely repaid. The condition of the outstanding loans is the critical determinant. Some are in good standing, having met all obligations to date. Some are delinquent in payments and others have been renegotiated to meet unfavourable circumstances.

It is recognized that tourism loans involve an above average element of risk. Lending agencies find it difficult to identify true market prospects for highway located hotels, motels and cabins on the basis of traffic flow data and the unknown impact of increasing gasoline prices on tourist and business travel volume. Problems are particularly acute in the case of sport camp operations, where so much depends on the personal contacts of the operator, the special fish and game opportunities present, the quality of the service and, above all, management capability. In the past, some loans have been advanced, in part, as a response to perceived beneficial social, economic and political impacts on a community.

Before a loan is advanced by NODC under any of the programs listed in Chart 3, an inspection is made by the district Tourism Consultant of the Ministry of Tourism and Recreation. On the basis of the results of the inspection, a pro forma statement is prepared and forwarded to NODC. In effect, the inspection and funding functions are separated. This contrasts sharply with the procedure adopted by the Federal Business Development Bank in which the inspection and lending functions are performed by the same agency. Unfortunately, provincial tourism consultants often find it difficult to obtain the information necessary to prepare an adequate pro forma statement.

It is reasonable to expect that there will be a slow increase in lending to the tourism sector in Ontario North of 50° as the financial agencies become more familiar with the total situation. The agencies will probably be receptive to loans for winter facility development, as the industry clearly must exploit this season if it is to exert maximum economic impact. Steps will likely be taken to reduce the risk element through a demand for well-prepared pro forma statements, a more effective use of credit reports and greater attention to management outlook.

Under the *Tourism Redevelopment Incentive Loan Program (TRIP)*, loan guarantees of up to 90 per cent of the costs are available for the development, expansion or upgrading of tourist accommodation facilities and attractions located in a primary tourist area if benefits are likely to accrue to tourist operators in general through enhancement of the attractivity of the area. An interest subsidy of five per cent a year is offered for the first five years of the loan, declining thereafter at the rate of one per cent annually until it is zero by year ten. For refinancing and the buying-out of existing operations, loan guarantees are available for up to 75 per cent of the appraised value of the property as determined on an income basis. As noted in Table 50, three loan guarantees totalling $522,000 have been advanced to three motel/hotel enterprises in the Sioux Lookout/Perrault Falls area of Ontario North of 50°.

At the moment, this program has no real significance for Indian operators in Ontario North of 50°. It might assist in the transfer of the ownership of sport camps between Indian operators in the future. Likely, however, more favourable terms could be obtained under the programs of the Department of Indian Affairs and Northern Development.

At the end of July 1980, the Minister of Industry and Tourism announced the introduction of the *Tourism Grading Term Loan Program (TGTLP)*. Under this program, funded through the provincial Board of Industrial Leadership and Development (BILD) and administered by the Ontario Development Corporation (ODC), $5.5 million in loan aid are to be made available over a two-year period terminating in 1983. Only those tourist operators upgrading facilities in accordance with improvements recommended by provincial Tourism Grading Advisors

operating under the Tourism Ontario Accommodation Grading Program and in solvent business condition will qualify. Funds at two percentage points below the base lending rate of ODC at the time of loan negotiation can be advanced to cover up to 100 per cent of the costs (minimum of $5,000, maximum of $50,000) of a project. The rate is about five per cent below prevailing bank rates. Provision can be made for a repayment schedule of as long as eight years, with recipients having a choice in procedures. Five payments can be made during the busy season between June 15 and October 15, with the principal and interest accruing during the slow winter months; or, 12 equal monthly payments may be made.

No attempt was made in this study to determine the extent of participation in this program by tourist operators in Ontario North of 50°. Participation is believed, however, to be minimal or non-existent. Probable response over the short time remaining for operation of the program (1983) is difficult to judge. When the needs of operators applying for assistance under this program are fully assessed, it generally becomes obvious that the Tourism Term Loan Program or the Tourism Redevelopment Incentive Program is more suited to their requirements.

Under the *Ontario Business Incentive Program (OBIP)* which is not included in Table 50, interest-free loans, loans at an interest rate below that prevailing at the Ontario Development Corporation, or loans with deferred principal/interest repayment schedules can be obtained for tourist-related enterprises, including new major attractions that will substantially benefit local accommodation enterprises. The development of a ski hill or a commercial historical or recreation theme park would be within the scope of this program.

In 1978, a loan of $134,500 was advanced under this program to an airline operation in Ontario North of 50°. The loan is still outstanding although presumably in good shape.

Ministry of Revenue

Under the Small Business Development Corporation's *Tax and Grants Incentives Program* of this Ministry, Canadian-controlled corporations with 100 or more full-time employees, including hotels, motels and resorts but excluding trailer parks and cruise ships, may receive corporate income tax credits of up to 30 per cent of their equity investment. Unused portions of the credits can be carried forward indefinitely. Individual investors can obtain a grant of up to 30 per cent of their equity investment. The grants are exempt from income tax and are not taken into account in determining the taxable base for capital gains calculations.

This program will not likely have application to Indian tourism development in Ontario North of 50° because of the scale of the qualifying employment demand: 100 persons full time.

Ministry of Natural Resources

Under the *Trail Development Program* of this Ministry, grants are given to ski and snowmobile clubs, conservation authorities and organized municipalities for snowmobile and ski trail development. Indians in Ontario North of 50° are more likely to apply to the Northern Ontario Resources Development Agreement agency or to DIAND for financial aid for projects of this type. In the more southerly populated sections of the study area, the program might have application where attempts are made to provide an infrastructure for the promotion of winter tourism.

Ministry of Northern Affairs:
Special Development Project 1978/79 and 1979/80

Under the *English-Wabigoon Economic Development Project,* the Ministry of Northern Affairs (MNA), in response to economic and social difficulties in the Islington (Whitedog) and Grassy Narrows Reserves, introduced a series of integrated support programs over the two fiscal years 1978/79 and 1979/80. Among them were the *Wild Rice Harvesting Program,* the *Commercial Fishing Program,* the *Tourist Industry Employment Subsidy Program* and the *Shore Lunch Site Maintenance Program.* The significant financial data related to the latter two programs are summarized in Table 51.

In the Economic Development Project, considerable emphasis was placed on tourism. Of $164,036 contributed by MNA over the two fiscal years, $42,941 or 38 per cent was related to these component elements or sub-programs.

The *Tourist Industry Employment Subsidy Program,* requested by the Indian bands and the Kenora District Campowners Association (KDCA), involved a subsidy of 50 per cent of the wages paid by camp operators of the area to native staff hired above the 1977 level. Eight lodges participated in 1978 and ten in 1979. In 1979, the program generated 2,380 days of employment for 69 people at a cost to MNA of $37,941. In 1980, the corresponding statistics were 2,807 man-days' work, 39 native staff and $39,216 in costs. In the two summer seasons, 108 Indians enjoyed 5,187 man-days' employment, generating $154,314 in income for an investment by MNA of $77,157.

At the suggestion of the Grassy Narrows Band, MNA also initiated a cost-sharing program with the Band Councils for the clean up of shore lunch, portage and camp sites along the river system. In the 1978/79 fiscal year, eight men worked for 300 man-days at a cost to MNA of $5,000. Corresponding figures for 1979/80 were eight men from Grassy Narrows and Whitedog, 148 man-days and $2,435. Additional amounts were spent by MNA for supplies and a $200 prize for a children's poster contest. In total, 16 residents of Whitedog and Grassy Narrows received $14,870 in wage payments over the two-year period.

TABLE 51

TOURISM-RELATED EXPENDITURES UNDER THE ENGLISH-WABIGOON ECONOMIC DEVELOPMENT PROJECT, 1978/79 AND 1979/80

Program			Season	
			1978/79	1979/80
Tourist Industry Employment Subsidy				
Lodges Participating			8	10
Number Indian Employees			69	39
Man-days' Work Generated			2,380	2,807
Employee Earnings	TOTAL	$	75,882	78,432
	AVERAGE	$	1,100	2,011
MNA Subsidy to Operators		$	37,941	39,216
Shore Lunch Site Maintenance				
Number Indian Employees			8	8
Man-days' Work Generated			300	148
Employee Earnings	TOTAL	$	10,000	4,870
	AVERAGE	$	1,250	609
MNA Subsidy to Band		$	5,000	2,435
Tourist Industry Training				
Number Indian Trainees				48
Man-days Training				1,790
Trainee Earnings	TOTAL	$		28,070
	AVERAGE	$		585
Instruction and Other Costs		$		50,400
MNA Contribution to Earnings		$		14,035
Instruction Costs		$		25,200

Source: Ministry of Northern Affairs, Thunder Bay

Confederation College, with funding by the Canada Employment and Immigration Commission and the Department of Indian Affairs and Northern Development, conducted two tourism industry training programs concurrently on the Islington and Grassy Narrows Reserves to meet skilled manpower deficiencies and to provide the basis for the entry of Indian workmen into the industry. A twelve-week guiding course was conducted from February 18 to May 7, 1980 and an eight-week tourist services course was conducted from March 10 to May 2, 1980. As shown in Table 51, a total of 48 people, 12 from each reserve for each

course, were involved in the programs. Trainees earned $28,070 in wage payments, of which MNA contributed $14,035. Instruction and other costs for 1,790 training days were estimated at $50,400, of which MNA paid 50 per cent or $25,200.

The English-Wabigoon Economic Development Project is an example of a tourism development initiative designed to meet a special distress situation. While of considerable immediate benefit in terms of income generation, such initiatives are essentially make-work projects of dubious long-term benefit. Within the context of a development plan, however, the effectiveness could be considerably enhanced.

BUSINESS PERFORMANCE EVALUATION FOR CREE INDIAN GOOSE HUNTING CAMPS

Balance Sheet

The modified balance sheet, Table 52, for four Cree Indian goose hunting camps in the Tidewater region managed/operated by the Ministry of Natural Resources under the federal-provincial Resources Development Agreement is of major interest because it exposes a number of important limitations associated with the operations and requiring attention. Additional insights are gained from an examination of the profit and loss statement, Table 53, particularly when the information is combined with that contained in Table 54 showing capacity/usage relationships and in Table 55 concerned with profit/volume analysis.

The current assets shown in the balance sheet are modest in scale, reflecting the position at the close of the operating season after all bills had been paid and receivables collected. The cash balance in the bank accounts available to begin operation the following season was reasonable in the case of Anderson's and Kapiskau camps, slightly low for Winisk, and inadequate for Kashechewan. In the latter case, the pattern undoubtedly reflects the winding down of the small and old facility.

The original total value of fixed assets set at $197,104 is distributed as follows: camp buildings, $112,699 or 57 per cent; equipment, $84,405 or 43 per cent. The written-down or depreciated value of the fixed capital assets is shown as $96,691 and divided as follows: camp buildings, $46,104 or 48 per cent; equipment, $50,587 or 52 per cent. In effect, the capital plant has depreciated by $100,413 or 51 per cent. Unfortunately, there is no actual depreciation account for the camps, the depreciation reserve being nothing more than a book entry designed to alert management to this aspect. Funds are simply advanced under the federal-provincial Resources Development Agreement as required to meet renovation and replacement costs, an unbusiness-like procedure over the long haul.

TABLE 52

BALANCE SHEET FOR CREE INDIAN GOOSE HUNTING CAMPS ON HUDSON AND JAMES BAYS
UNDER THE FEDERAL-PROVINCIAL RESOURCES DEVELOPMENT AGREEMENT
MARCH 1980 to JANUARY 31 1981

Item	Anderson's		Kapiskau		Kashechewan		Winisk		Combined	
	$	%	$	%	$	%	$	%	$	%
A ASSETS										
I Current										
Cash (Bank & on Hand)	9,195		6,967		1,998		5,391		23,551	
Accounts Receivable	717		687		293		198		1,895	
Inventory Van Supplies	790		790		791		791		3,162	
Subtotal I	10,702	57	8,444	23	3,082	15	6,380	13	28,608	23
II Fixed										
Camp Buildings										
Est. Original Cost	5,000		41,567		28,240		37,892		112,699	
Less Depreciation Reserve	750		23,356		17,551		24,938		66,595	
Subtotal Camp Buildings	4,250	23	18,211	50	10,689	52	12,954	26	46,104	37
Equipment										
Est. Original Cost	4,277		16,815		10,998		52,315		84,405	
Less Depreciation Reserve	496		6,808		4,220		22,294		33,818	
Subtotal Equipment	3,781	20	10,007	27	6,778	33	30,021	61	50,587	40
Subtotal II	8,031	43	28,218	77	17,467	85	42,975	87	96,691	77
III Intangibles										
Goodwill (1)	66,000								66,000	
TOTAL ASSETS	84,733		36,662		20,549		49,355		191,299	
TOTAL ASSETS LESS INTANGIBLES	18,733	100	36,662	100	20,549	100	49,355	100	125,299	100

TABLE 52 Continued

Item	Anderson's		Kapiskau		Kashechewan		Winisk		Combined	
	$	%	$	%	$	%	$	%	$	%
B LIABILITIES										
I Current										
Accounts Payable	-		246		1,075		20		1,341	
II Deferred										
For Capital Plant, Bldgs. & Equipment:										
Crown Advances (2)	74,743		39,508		36,681		57,640		208,572	
Loans (DIAND) (3)					3,500				3,500	
Subtotal Capital Plant	74,743		39,508		40,181		57,640		212,072	
For Operations:										
Crown Advances (2)	69,553		155,105		263,127		166,075		653,860	
Transfer to Band (4)							5,000		5,000	
Subtotal II	144,296		194,613		303,308		228,715		870,932	
TOTAL LIABILITIES	144,296		194,859		304,383		228,735		872,273	
C OPERATING DEFICIT										
To Feb. 29, 1980	32,104		129,465		246,823		138,265		546,657	
Mar 1/80 to Jan 31/81	27,458		28,731		37,011		31,115		124,315	
TOTAL OPERATING DEFICIT	59,562		158,196		283,834		169,380		670,972	

Source: Ministry of Natural Resources, Moosonee District

(1) Represents purchase price of camp in 1977 less the value of buildings and equipment.
(2) Represents funds provided under the federal-provincial Resources Development Agreement. These will never be recovered.
(3) Represents a loan that will not likely be repaid.
(4) Funds taken from bank account of the camp and turned over to bank account of the Winisk Band. This was considered to be a reduction in accumulated bank balance rather than a transfer of profits.

The total liabilities, consisting primarily of annual Crown advances using the funds of the federal-provincial Resources Development Agreement, total $872,273 for an average of $218,068 per camp. If the abnormally high amount related to the Kashechewan Camp is excluded, the total is $568,965 and the average $189,655.

Of the $870,932 in deferred liabilities, a surprising $653,860 or 75 per cent is associated with operational expenditures. Included in this amount is a $5,000 transfer of funds from the camp bank account to the Band, even though there was no operating profit for the camp. Advances for construction of the capital plant and equipment totalled $212,072 or 24 per cent, a noticeably low proportion.

On the basis of the evidence of the balance sheet alone, the program appears to have had no business viability. Its justification rested essentially on its beneficial social impacts, taking the form of desperately needed income generation, business management training, and pilot project experimentation. Even within this framework of social benefits, particularly that related to the development of business management, progress has been painfully slow and frequently discouraging.

Before the program is too harshly condemned on the basis of the evidence of the balance sheet, largely historical in outlook, several important points require note. Four camps, Fort Severn, Attawapiskat, Tidewater and Winisk, have been turned over to local resident Cree Indians and are operating successfully to date. Negotiations are under way to turn over the remainder as quickly as possible. There has been an exemplary dedication of the MNR field staff to the camps since their inception; without this they could not have survived. Finally, it is the prospective viability of the camps when transferred to Cree Indian ownership and operation that is of primary concern. In this respect, the outlook is reasonably bright, as can be seen from an examination of the profit and loss statement and the concept of direct and indirect costs contained therein.

Modified Profit and Loss Statement

In the 1980 operating season (March 1, 1980 to January 31, 1981), revenues for the four camps combined were $143,401 (Table 53). Exclusive of Kashechewan, they totalled $120,112. Considering the group of camps, $119,143 or 83 per cent of the revenue was associated with accommodation sales that represent the payments of the hunters to the camps for their hunting experience. Hunters paid additional charges for transport and the commissions taken by the wholesale and retail agents. Van sales, which include sundries such as tobacco, chocolate bars, ammunition and other small items, totalled $23,310 or 16 per cent. This can be a profitable operation for the camps if well managed.

From Table 54 relating camp capacity to the volume of guests and hunter-days at the camps in 1980, it will be seen that the occupancy

TABLE 53

MODIFIED PROFIT AND LOSS STATEMENT FOR CREE INDIAN GOOSE HUNTING CAMPS ON HUDSON AND JAMES BAYS UNDER THE FEDERAL-PROVINCIAL RESOURCES DEVELOPMENT AGREEMENT

MARCH 1 1980 to JANUARY 31 1981 (1)

Item	Anderson's		Kapiskau		Kashechewan		Winisk		Combined	
	$	%	$	%	$	%	$	%	$	%
A REVENUE										
Accommodation Sales	42,863	85	19,200	78	16,380	70	40,700	90	119,143	83
Van Sales (2)	7,112	14	5,379	22	6,718	29	4,101	9	23,310	16
Exchange on US Funds	343	1	111		191	1	303	1	948	1
Subtotal Revenue	50,318	100	24,690	100	23,289	100	45,104	100	143,401	100
B EXPENSES										
I Direct Costs (3)										
Van Purchases	8,130	13	7,056	17	6,510	14	5,538	8	27,234	12
Salaries & Wages:										
Clerical	1,211	2	833	2	1,054	2	871	1	3,969	2
Guiding	14,584	22	3,571	8	4,058	8	6,746	10	28,959	13
Plucking	2,654	4	1,250	3	682	1	1,402	2	5,988	3
Subtotal Salaries & Wages	18,449	28	5,654	13	5,794	12	9,019	14	38,916	18

TABLE 53 Continued

Item	Anderson's		Kapiskau		Kashechewan		Winisk		Combined	
	$	%	$	%	$	%	$	%	$	%
Benefits:										
WCB	191		153		186		132		662	
UIC	386		178		188		336		1,088	
CPP	388		148		160		270		966	
PST			4				6		10	
Subtotal Salaries, Wages & Benefits	19,414		6,137	15	6,328	13	9,763	15	41,642	19
Cooking Operation	12,970	20	5,666	13	13,289	28	8,209	12	40,134	18
Boat & Motor Rentals	4,571	7	1,122	3	1,304	3	1,127	2	8,124	4
Gas & Oil	3,557	5	2,433	6	2,746	6	6,984	10	15,720	7
Camp Management	10		962	2	1,519	3	1,048	2	3,539	2
Camp Maintenance	13,810	21	13,382	32	13,218	28	27,535	42	67,945	31
Operating Licence	20		20		20		20		80	
Advertising	2,080	3	2,080	5	1,132	2	2,538	4	7,830	3
Bank Charges	18		18		19		28		83	
Depreciation	464	1	2,919	7	1,962	4	3,105	5	8,450	4
Subtotal Direct Costs	65,044	100	41,795	100	48,047	100	65,895	100	220,781	100
Operating Loss I (5)	14,726	30	17,105	69	24,758	106	20,791	46	77,380	54

TABLE 53 Continued

Item	Anderson's		Kapiskau		Kashechewan		Winisk		Combined	
	$	%	$	%	$	%	$	%	$	%
II Indirect Costs (4)										
Camp Management:										
Program Co-ordinator	8,836		8,741		8,973		9,797		36,347	
Advisory Assistant	3,451		1,992		2,755				8,198	
Subtotal Camp Management	12,287		10,733		11,728		9,797		44,545	
Clerical	525		892		525		525		2,467	
Subtotal Indirect Costs	12,812		11,625		12,253		10,322		47,012	
III Direct & Indirect Costs										
Total	77,856		53,420		60,300		76,217		267,793	
Operating Loss III	27,538		28,730		37,011		31,113		124,392	
IV R & D Fund Contribution										
To Direct Costs	13,819	52	11,256	49	19,411	61	18,166	64	62,652	57
To Indirect Costs	12,812	48	11,625	51	12,253	39	10,322	36	47,012	43
Subtotal	26,631	100	22,881	100	31,664	100	28,488	100	109,664	100

Source: Ministry of Natural Resources, Moosonee District

(1) The statement is modified in the sense that the traditional format for a profit and loss summary has been rearranged to accommodate the concept of direct and indirect costs.
(2) Van sales represent chocolate bars, cigarettes and sundry items sold to camp guests.
(3) Direct costs are those involving cash payments by the camp for goods and services as listed. These are paid in part from camp revenues and in part by funds supplied under the Resources Development Agreeement.
(4) Indirect costs are those incurred by the Ministry of Natural Resources for the management of the group of camps. They involve salaries, supplies and travel. This is a supervisory overhead cost that is funded under the Resources Development Agreement.
(5) Indicates dollar amount of loss and percentage relative to revenue.

rates were reasonably high at Kashechewan Camp (67 per cent) and excellent at Winisk (83 per cent) and Anderson's (132 per cent). The abnormally high value at the latter may indicate crowding or may reflect a combined type of operation with Kashechewan (Hughes), operated from the same village. The low value for Kapiskau Camp (44 per cent) was apparently due to booking agent problems more than soft market conditions or lack of facility appeal.

TABLE 54

CAPACITY AND OCCUPANCY OF CREE INDIAN GOOSE HUNTING CAMPS ON HUDSON AND JAMES BAYS UNDER THE FEDERAL-PROVINCIAL RESOURCES DEVELOPMENT AGREEMENT IN THE 1980 SEASON

Camp	Year Est.	Guest Capacity			Occupancy 1980 Season			
		Per Hunt	Per Season	Total Hunter Days (1)	Guests	% Season Capacity	Hunter Days	% Season Capacity
Anderson's	1967	24	144	432	143	100	572	132
Kapiskau	1966	20	140	420	62	44	186	44
Kashechewan	1967	12	84	252	56	67	168	67
Winisk	1967	20	140	420	116	83	348	83
TOTAL		76	508	1,524	377	74	1,274	84
TOTAL Less Kashechewan		64	424	1,272	321	76	1,106	87

Source: Ministry of Natural Resources, Moosonee District

(1) Based on three-day hunts.

Two types of costs are included in the profit and loss statement. Direct costs, which include all expenditures for the actual operation of the camps, were $220,781 or 82 per cent of the total costs of $267,793. The deficit when only direct costs are considered was $77,380, for an average of $19,345 per camp. The indirect costs to MNR associated with the goose camp program reached $47,012 in 1980 or 18 per cent of the total.

It is important to note at this point that a large percentage of the deferred liabilities of the camps for operations noted in the discussion of the balance sheet were actually associated with indirect costs. When the camps are transferred to private Indian residents of the local community, these costs disappear. This places the future outlook for financial viability in a more favourable light.

In spite of the foregoing situation respecting indirect costs, the fact that the four camps incurred an operating loss of $77,380 under direct costs remains. This is clearly a disturbing feature of the financial analysis that cannot be ignored. Considering only direct operating costs, all camps should have shown a profit given the occupancy rates enjoyed in 1980. This is evident from an examination of Table 55.

TABLE 55

CAPACITY AND PERFORMANCE OF CREE INDIAN GOOSE HUNTING CAMPS ON HUDSON AND JAMES BAYS UNDER THE FEDERAL-PROVINCIAL RESOURCES DEVELOPMENT AGREEMENT IN THE 1980 SEASON

Camp	Percentage Occupancy				1980 Operating Season	
	Break-Even	Required to Produce Profit				
		$1,000	$5,000	$10,000	Occ.	Loss
	%	%	%	%	%	$(000)
Anderson's	37	41	55	73	132	14.6
Kapiskau	47	51	65	83	44	17.1
Kashechewan	52	58	80		67	24.7
Winisk	75	54	80	93	83	20.8

Source: Ministry of Natural Resources, Moosonee District, and Reference [1]

Possible Avenues for Improvement of Performance

Possible solutions to the problem can be considered from the viewpoints of both cost and revenue. The possibility of increasing revenues by a growth in sales volume, particularly the accommodation component which accounted for 83 per cent of the total revenue, automatically springs to mind. Since very high rates of occupancy were obtained in 1980 in the case of Anderson's Camp (132 per cent) and Winisk (83 per cent) and a modest rate was obtained at Kashechewan (67 per cent), opportunities of this type are limited.

If 100 per cent occupancy had been achieved at Kapiskau, Kashechewan and Winisk camps, accommodation revenues would have been increased by 34 per cent or $40,840 to a total of $159,983 and total revenues by 36 per cent or $52,133 to $195,534. It is difficult, however, to determine accurately the percentage of this increased revenue

that could have been applied to the reduction of the operating deficit of $77,380 under direct costs. Much would depend on the efficiency with which the variable costs, particularly labour, were handled. From a cursory examination of the scale of many direct costs shown in the profit and loss statement, including labour costs, there is a strong possibility that there was much unproductive capacity or slack present at times. This suggests that a very high proportion, possibly 75 per cent, of the increased accommodation revenue could be applied legitimately to a reduction of operating losses. Using the foregoing rationale, the loss under direct costs would have been reduced by $30,630 or 39 per cent to $46,750 if 100 per cent occupancy had been obtained. Clearly, a substantial deficit would have remained that must be attributed to other factors.

The possibility of attaining increased revenue through higher accommodation charges certainly must be considered. It is clear, however, that opportunities of this kind are limited.

To overcome an operating loss of $77,380, accommodation revenues would have had to increase to $196,443 or by 65 per cent. The daily accommodation rate per hunter would have had to increase from $100 to $165 per day and the price for a three-day hunt from $300 to $495. It is questionable whether the market would support such an increase without a substantial decrease in demand, particularly if alternative, lower-priced camps were available in the region. Nevertheless, it is reasonable to assume that some increase is required to match the rapid growth in operating costs, especially for energy. If rates had been $115 per day, gross revenues from accommodation would have been $137,014. This would have reduced the deficit by $17,871, or 23 per cent, to $59,429.

The extent to which operating losses under direct costs could have been offset by more efficient management of the costs of production can be partially determined from an examination of the expenditure elements of the profit and loss statement. Attention is almost immediately directed to camp maintenance costs, the largest single item, which total $67,945 or 31 per cent of all direct expenditures. This item represented 47 per cent of the gross revenues of $143,401. These costs, including supplies and wages for a camp handyman, labour to open and close the camps and housekeeping personnel, should be in the order of 15 per cent of total operating expenses at the 100 per cent occupancy level.

In the case of the four camps under review, camp maintenance costs included salaries for four year-round caretakers, repairs for normal wear and tear, repair of damage due to vandalism, and wood cutting for Kapiskau Camp. It is obvious that a large percentage of the maintenance costs, perhaps 85 per cent, are abnormal for a sport camp operation of this type. Perhaps as little as 15 to 20 per cent involved costs associated with the opening, operating and closing of the camps,

normal for a private enterprise operation. If camp maintenance costs had been reduced to about 15 per cent of direct costs or $33,105, the operating loss would have been reduced by $34,840, or 45 per cent, to $42,460. Given the present management and operating atmosphere, this unfortunately may not have been feasible.

Van purchases totalled $27,234 and sales or receipts $23,310. Clearly there was a considerable amount of unsold merchandise which does not appear in the financial statements. If it is assumed that van sales involved a 30 per cent markup in their purchase price, then the cost of the merchandise sold was $16,317. With van purchases totalling $27,234, something in the order of $10,917 in merchandise at all four camps combined is unaccounted for.

From Table 56, indicating the scale of wages paid at a hypothetical camp in accordance with a directive from the Ministry of Labour, the need for effective use of staff will be obvious. To a very large extent, labour must be treated as a variable cost that is incurred only as required. If it is treated as a fixed cost independent of hunter demand for services (i.e., independent of the number of hunters in camp), a serious drain will be placed on profits or a deficit position will be quickly created. This may have occurred to some degree at the camps under discussion.

From the foregoing analysis, it is clear that management and operating practices have been unbusiness-like. The camps appear to have been regarded by the Indians as make-work projects backed by an annually replenished, supporting fund. On government's part, they were viewed largely as concept testing and training projects, eventually leading to viable Indian owned and operated enterprises. In this regard, success has been achieved in the case of Tidewater, Attawapiskat, Fort Severn and Winisk Camps, which have been turned over to local resident Indians and to date are operating successfully. It is also appropriate to note that the field staff of the Ministry of Natural Resources has displayed remarkable dedication and perseverance with the program since its inception; the ultimate pay-off may be within sight.

Pro-Forma Statement for a Hypothetical Goose Camp

Taking into account the substance of the foregoing discussion and the information contained in the profit and loss statement, assuming a 100 per cent occupancy rate at the camp and allowing for a reasonable increase in hunter accommodation charges, the hypothetical pro-forma statement (Table 56) has been prepared for a 20-man goose camp under the ownership and management of a local resident Indian. The entire operation is removed from a social/welfare/training framework of evaluation and accountability to a legitimate, well-managed, private enterprise business operation. The evidence points strongly to excellent prospects for a continuous, viable operation given proper management and the turnover of the camps by MNR and DIAND to individual Indians at the earliest possible moment, a process now well under way.

It is assumed that the assets would be transferred to the individual owner/operator free of charge or encumbrance. It is further assumed that adequate initial operating capital would be provided to bring the facilities into a satisfactory position from the standpoint of available working capital.

Revenues in the pro-forma statement are based on $325 per hunter for a three-day hunt. Transport costs and commissions would involve additional costs to the hunter. In effect, the $325 represents the fee paid to the camp operator by an agent or by a hunter flying directly to the camp in a private plane.

Revenues have been increased through the imposition of charges well above those in force in 1980. In that year, the fee of $300 per three-day hunt represented a situation in which the snow goose was being sold at below full market value. In the 1981 season, payments to the camps per hunter were increased to the following levels: Anderson's Camp and Kapiskau, $315 per hunter; Winisk Camp, $365. The fee of $325 per camp used in the preparation of the pro-forma statement therefore seems reasonable for an average situation. Van sales have been set at $35 per hunter which yields gross sales of this item of $4,900. Total gross revenues are set at $50,400.

Operating expenses are substantially reduced over those currently prevailing in government owned and supervised goose camps. Caretaker services are eliminated since the Indian owner-manager would perform these and many other tasks himself, or with the labour input of his immediate family. Wage labour would be kept within the operating requirements set by the volume of hunter usage. Probably only the cook and head guide would be paid on a seasonal basis.

The owner/manager salary drawings are set at $2,500. The salaries for the cook and the assistant cook, hired on a seasonal basis, are estimated at $1,995 in total. This is nine per cent of all salary and wage costs and six per cent of all operating expenses. The cook would be hired for 30 days to cover camp opening and closing periods and the assistant for about 25 days.

Two workers required for housekeeping duties over a 30-day period, including opening and closing duties as well as the camp operating period of 21 days, would earn $1,800 combined. In some situations, the owner's family could perform part or all of these duties, particularly if the financial position of the camp was weak or guest sales were temporarily in a depressed state.

A camp handyman is almost a necessity during the operating period of the camp, especially if it is functioning at full or nearly full capacity. Camp maintenance, involving the opening clean-up of the site and the closing and storage operations, may require 20 man-days. Two people working for about five days each at each end of the season should suffice. The maintenance and handyman functions, the former perhaps being performed by guides, would require about $1,395 in wage payments.

TABLE 56

PRO-FORMA STATEMENT FOR A HYPOTHETICAL GOOSE CAMP UNDER LOCAL INDIAN OWNERSHIP AND OPERATION IN 1983 (1)

Item	$	%	%
GROSS REVENUE			
Accommodation Sales at $325/3-day hunt	45,500	90	
Van Sales, average $35/hunter	4,900	10	
Subtotal Gross Revenue	50,400	100	
OPERATING EXPENSES			
Salaries and Wages			
Owner/Manager Salary	2,500	11	
Hired Labour:			
Cook - Head, $40/day	1,200	5	
Cook - Assistant, $31/day	755	4	
Housekeeping, 2 workers at $30/day	1,800	8	
Camp Handyman, $31/day	775	4	
Camp Maintenance, 20 man-days at $31/day	620	3	
Guides, $33/day plus $12/day boat and motor rental = $45/day Head guide $55/day on a seasonal basis	9,660	44	
Pluckers, 10 geese and 6 ducks/ hunter at $24	3,360	15	
Benefits (WCB, UIC, CPP), estimated at 6% of wages and salaries	1,241	6	
Subtotal Salaries and Wages	21,931	100	61
Supplies and Sundries			
Food Purchases, $20/hunter/day	2,800	22	
Van Purchases	2,950	23	
Hunter Supplies (linings, sleeping bags, goose packing boxes, toiletries)	750	6	
Camp maintenance and cleaning supplies	600	5	
Energy:			
Wood for heating, 10 cords at $45/cord	450	4	
Diesel fuel, 3 drums at $142/drum	426	3	
Gasoline, 14 drums at $157/drum	2,198	17	
NOTO Membership	100	1	
Contingencies	2,500	19	
Subtotal Supplies and Sundries	12,774	100	36

TABLE 56 Continued

Item	$	%	%
Travel for Supplier Contacts and Camp Operating Arrangements 2 trips/year to nearest supply centre such as Timmins	1,100	3	
Subtotal Operating Expenses	35,805	100	
GROSS OPERATING PROFIT Revenue Minus Operating Expenses	14,595		
CAPITAL EXPENSES			
Insurance, Liability and Fire	1,200	24	
Depreciation:			
Buildings, 5% of 35,000	1,750	36	
Equipment, 20% of $10,000	2,000	40	
Subtotal Depreciation	3,750	76	
Subtotal Capital Expenses	4,950	100	
Total Operating and Capital Expenses	40,755		
NET PROFIT, Revenue Minus Expenses	9,645		

PROFIT VOLUME ANALYSIS

Break-Even Point

(a) Expressed as a Function of $ Sales

$$\frac{\text{Fixed Expenses}}{\text{100\% Costs-53\% Variable Costs as a function of sales}} = \frac{\$13,795}{.47} = \$29,351$$

(b) Expressed as Volume of Hunters and Occupancy Rate

$$\frac{\$29,351}{360} = 82 \text{ hunters} \qquad \frac{82}{140 \text{ Cap.}} = 59\% \text{ Occupancy}$$

TABLE 56 Continued

Contribution to Margin

$$\text{CM Ratio} = \frac{\text{Sales - Variable Costs}}{\text{Sales}} = \frac{\$50,400 - 26,960}{50,400} = \$23,440 = 47\%$$

$ Sales and % Occupancy Required to Produce:

(a) $1000 in Profits

$$\frac{\text{Fixed Costs + Net Profit}}{.47} = \frac{\$13,795 + 1,000}{.47} = \$31,479 = 63\% \text{ Occupancy}$$

(b) $5000 in Profits

$$\frac{\text{Fixed Costs + Net Profit}}{.47} = \frac{\$13,795 + 5,000}{.47} = \$39,989 = 80\% \text{ Occupancy}$$

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(1) Based on 100% occupancy of a 20-man camp for seven hunts of three-days duration and involving 140 hunters for 420 hunter-days.

Guide wage payments represent the largest single item of the hired labour costs. The established rate of $33 per day is increased by $12 per day when guides use their own boats and motors. Since boats and motors have been acquired for general living purposes, much like a personal car or light truck in the south, the total $45 daily payment can be considered to be a wage payment in some respects and probably would be so regarded by the guides. Gas and oil are supplied by the camp owner.

Each guide can handle two hunters under normal circumstances. For a total of 420 hunter-days, a total of 210 guide-days would be required at a cost of $9,450. At 100 per cent occupancy, ten guides would be required for each three-day hunt. At that scale of operation, the designation of a head guide would be desirable to remove some responsibility from the owner/operator. The head guide could be hired on a seasonal basis at $55 per day. Assuming that he would do a full day's guiding, the total wage payments for guides would be $9,660, or 44 per cent of salaries and wages and 24 per cent of all operating costs.

Pluckers, who are usually women and often daughters or wives of the guides, would earn $24 per hunter or $3,360 for the season. This is the second largest wage item, amounting to 15 per cent of these costs and eight per cent of all expenses.

In the pro-forma statement, wage and salary expenditures total $21,931 or 61 per cent of all operating costs. They represent 54 per cent of capital and operating expenses combined. Clearly the goose camps would be maintained as a strong, labour-intensive type of operation after transfer.

Supplies and sundries total $12,774, which is 36 per cent of operating expenses. Most items indicated require no explanatory comment.

Energy costs are substantial, totalling $3,074 which is nine per cent of all operating costs and 24 per cent of those listed under supplies and sundries. In October 1982, diesel fuel was $109 FOB Moosonee for a 45-gallon drum. Transport from Moosonee to the camp was estimated at $33 per drum. Gasoline charges for a 45-gallon drum were $121 FOB Moosonee, to which an additional $36 was added for transportation to the camp.

Travel for supplier contacts and camp operating arrangements involves trips of the owner/operator from the Indian settlement to Timmins, or similar points, to make arrangements for the purchase of meat and food supplies from wholesalers. Discussions with air carriers and booking agents may also be required. An overnight stay in Moosonee and the supply centre may be involved. Allowance has been made for two trips of this type per year.

Capital costs, including insurance and depreciation, total $3,750, or nine per cent of all charges listed in the pro-forma statement. As noted previously, it has been assumed that the camp would be turned over to an Indian owner-operator free of all encumbrances.

The break-even point, expressed as a function of dollar sales or volume of hunters and occupancy rates, indicates the point at which the enterprise breaks even in the sense that it shows neither a profit nor a loss. The contribution to margin (CM) ratio indicates the average contribution that each dollar of sales makes to the recovery of fixed costs and towards the generation of net income. In the case of both measures, the formula applied is clearly indicated.

The manner in which fixed costs are determined is critical and indeed challengeable. Fixed costs in this analysis include 100 per cent of capital costs and the costs of all supplies and sundries that must be purchased prior to the operating season. Food and van purchases that can be ordered just prior to the arrival of guests when requirements become clear are excluded. A portion of the wage and salary expenses associated with labour which must be contracted for on an operating season basis are also considered fixed costs. Included are the cook and the maintenance labour to open and close the camp. On this basis, fixed costs have been set at $13,795, which is 34 per cent of the combined capital and operating expenses totalling $40,755. Variable costs then amount to $26,960, which is 66 per cent of combined capital and operating expenses and 53 per cent of gross revenues; variable costs are employed in the derivation of the contribution to margin ratio.

In the pro-forma statement, the break-even point for the hypothetical camp is set at 59 per cent occupancy, which generates a gross revenue of $29,351. The CM ratio is 47 per cent, which means that 47¢ of every sales dollar go towards the recovery of fixed expenses and the generation of net income. Using the CM ratio (47 per cent) in combination with fixed costs, the volume dollar sales and occupancy ratios required to produce profit are set as follows: $1,000 profit requires sales of $31,479 and an occupancy rate of 63 per cent; $5,000 profit requires sales of $39,989 and an occupancy rate of 80 per cent.

The owner/operator can make $2,500 in salary payments and $9,645 in profits at 100 per cent occupancy for a total of $12,145. At 80 per cent occupancy, his overall income would be $5,000 in profits plus $2,500 in salaries, or $7,500. Some salary payments under labour may actually accrue to his family.

Marketing and Transport Considerations

The foregoing evaluation relates solely to the operation of the sport camp. Marketing and transport logistics associated with client promotion and travel are not included. In an attempt to increase profits, to control marketing more effectively and to gain a greater measure of overall flexibility and manoeuvrability, considerable vertical integration has been introduced into both native and non-native sport camp business enterprises, particularly with respect to marketing.

All government owned and supervised Cree Indian goose camps and other sport camps in Ontario North of 50° are marketed through private retail and wholesale booking agents. The marketing function, however, has been assumed by the Indian owners/operators in most cases where goose camps have been turned over to them. The prospect of increased profits by avoiding agent commissions, the opportunity to travel to sport shows outside the region in the winter months, and the chance to introduce an element of price flexibility in tight market situations have proved to be strong inducements. The long-term balance of benefits and costs associated with this form of vertical integration of the operations has not yet been fully established. The termination of grant aid in 1981 by DIAND for sport show promotion activities and a possible tightening of the market in this period of recession will further test the advisability of this practice.

In Table 57, the relationships between hunter fees, the amounts paid to camp operators to stage the hunt, and air transport costs are indicated.

Hunter fees received by marketing agents or camp owners directly merchandising their hunts have increased steadily in the last three years, largely in response to increasing costs for transportation,

advertising and promotion. In the case of the camps owned by MNR, the marketing agents increased hunter fees by five to 14 per cent between 1981 and 1982, and foresee about a five per cent increase in 1983. The tariff for Hannah Bay Goose Camp increased by 17 per cent between 1981 and 1982, and signs of buyer resistance appeared, probably as a result of the recession. The problem of pricing and competition from alternative opportunities is noted elsewhere in the report.

The two largest expenditures confronting the marketing agents for the MNR owned camps were the fee per hunter paid to the Ministry for the conduct of the hunt and the air charter transportation costs. Considered in combination, these represented about 80 to 85 per cent of the total hunter fee and 95 per cent or more of all costs incurred by the agent. Hunter fees paid to MNR for services provided at the camps, including accommodation, food, guiding and plucking of birds, increased by about eight per cent over the three-year period from 1981 to 1983. This is a modest increase considering the growth in supply costs for the camps. To a large extent, it has been achieved through the coverage of operating losses by the Government, and hence by the provincial taxpayer. Had these camp costs been increased by a percentage equal to that imposed on hunter fees by the agents and on transport costs by the carriers, consumer resistance to the package might have been substantial in the recession of 1982.

The differential between the fee paid by the hunter and the amount received by the camp for services provided is in the order of 60 to 65 per cent. This provides a strong incentive to Indians to market the camps themselves. Two points should be recognized in this regard. First, transportation costs represent a substantial proportion of the difference. Second, advertising and promotional costs can be substantial for the Indian owners located long distances from the prime market areas. In this respect, the owners can be at a strong cost disadvantage compared with the marketing agents. Moreover, they must bear the full weight of these costs in the future as subsidies will not continue to be available to them. Finally, the marketing agents' mailing lists and networks of merchandizing contacts may prove very difficult to duplicate. From a counterbalancing viewpoint, the assumption of marketing responsibilities does offer the Indians a chance to travel outside the region, and thereby to broaden their economic and business perspectives. If successful in marketing, there are possibilities to increase income and also to manoeuvre in the face of economic recessions and cost/price squeezes. The point of the discussion is simply to alert those considering such a course of action that there are problems as well as opportunities associated with the assumption of marketing responsibilities. In some cases, at least in the initial year after the transfer, the continuation of the division of responsibilities between operating and marketing may be prudent.

Although sport camps are often integrated with charter aircraft operations, this has not occurred in the case of goose camps to date. The season is too short compared with that of hunting and fishing camps

TABLE 57

HUNTER FEE, CAMP HUNT FEE AND TRANSPORT COSTS FOR GOOSE CAMPS IN THE TIDEWATER REGION, 1981 to 1983

Camps		Hunter Fee		Camp Fee/Hunter			Transport Costs/ Hunter(2)	
		$	Index	$	Index	% of Hunter Fee	$	% of Hunter Fee
MNR Owned Goose Camps								
Anderson's	1981	650	100	315	100	48		
	1982	740	114	325	103	44	297	40
	1983 (1)	780	120	340	108	44		
Kapiskau	1981	725	100	315	100	43		
	1982	825	114	325	103	39		
	1983 (1)	840	116	340	108	40	135	16
Kashechewan (Hughes)								
	1981	695	100	300	100	43		
	1982	745	107	325	108	44		
	1983 (1)	785	113	340	113	43		
Winisk	1981	900	100	365	100	41		
	1982	950	106	380	104	40		
	1983 (1)	Turned over to Private Indian Ownership in late 1982						
Private Goose Camps								
Hannah Bay	1981	725	100				213	29
	1982	850	117					
	1983							
Tidewater	1981							
	1982	550					85	15
	1983							

Source: Discussions with marketing agents and Ministry of Natural Resources

(1) Hunter fees for 1983 are estimates only.

(2) Transport costs include air charter fees and truck costs to transfer hunters and gear from the local airport to riverside float planes or boat bases. The former represent 95 to 100 per cent of the transport costs. The latter are estimated.

to make the proposition attractive. There would have to be a sufficient volume of non-tourist related charter business in the nearby settlement area. Perhaps of greater importance, the volume of investment and level of operating and management skills required are usually not present. It is noted, however, that Mr. Lindbergh, a Cree Indian operating out of Lillabelle Lake in the Cochrane area, successfully conducted a charter air business with an extensive group of associated fishing and hunting camps in the Boreal Forest area just to the south of Ontario North of 50°. He sold the business in 1980.

Air transportation costs are the most critical expenditure items in the profitability and long-term outlook for the goose hunting camps operating in the Tidewater region, and indeed for sport camp facilities across all of Ontario North of 50°. Where the camp operator merchandises his own facilities, he must confront directly, and sometimes painfully, the problem of constantly rising costs. Where an agent markets the camp, the problems must be handled at that level. Even in this second situation, the camp owner/operator is indirectly affected, sometimes in a crucial manner, by the volume of business received.

In Table 58, the air transport logistics for goose hunters and their gear are summarized and some cost information is presented for the camps owned and supervised by MNR and for two private facilities, Hannah Bay and Tidewater. In all cases, with the exception of Tidewater, the hunter must make his own arrangements for travel to reach Timmins by air or automobile. The cost of the hunt package purchased includes air transport by charter from that point. In the case of Tidewater Camp, the assembly point is Moosonee.

At Anderson's, Kashechewan (Hughes) and Winisk Camps, only one charter flight from Timmins to the nearby community airport is required. The favoured plane is the DC3 chartered from Austin Airways Ltd which carries 20 passengers with gear. The HS748, carrying 40 passengers with gear and having no weight restrictions, is attractive if charters can be shared between operators. Only a small additional cost is required to transport the hunters and their equipment by truck from the airport to boats that take them directly to the hunting camps a short distance away.

Camps that can be serviced solely by a charter flight from Timmins to a landing strip close to the camp have a logistical advantage. This could be substantial should a price competition emerge between the camps in the Tidewater region. Without this advantage, it is doubtful if the Winisk Goose Camp would be priced competitively for a large segment of its present market.

Camps requiring the chartering of an additional small float aircraft for travel from the airports at Moosonee or Fort Albany are confronted with substantial additional transportation costs. A single-engined Otter, the plane rented often from Rogerson Enterprises of Cochrane, can carry only six hunters with gear, so that three trips are required to service a 20-man hunt at the camp. Even in the best of circumstances, these costs are substantial both in an absolute sense

TABLE 58

AIR TRANSPORT LOGISTICS AND COSTS ASSOCIATED WITH GOOSE CAMP OPERATIONS IN THE TIDEWATER REGION, 1982

Logistics			Costs		
			Total $(000)	Per Hunt $(000)	Per Hunter $
MNR OWNED GOOSE CAMPS					
Anderson's	Starting Point-Timmins Fly Timmins to Fort Albany (440 km) via charter DC3 from Austin Airways Ltd (20 hunters & gear). Truck Fort Albany airport to boats at river. Boat Fort Albany to camp.	Cost to agent (1982) 7 charters for 6 hunts of 24 each	No Data Obtained		
Kapiskau	Starting Point-Timmins Fly Timmins to Fort Albany (440 km) via charter DC3 from Austin Airways Ltd (20 hunters & gear). Fort Albany to Kapiskau (40 km) via single engine Otter chartered from Rogerson Enterprises with capacity of 6 hunters with gear, 3 trips required per hunt. Truck hunters and gear from Moosonee airport to float plane dock in Moose River.	Season contract estimate	1.4	2.5 .2	10
Kashechewan (Hughes)	Starting Point-Timmins Fly Timmins to Fort Albany via HS748 chartered from Austin Airways Ltd. Truck hunters and gear from airport to boats in river for trip to camp.		No Data Obtained		

TABLE 58 Continued

Logistics			Costs		
			Total $(000)	Per Hunt $(000)	Per Hunter $
Winisk (transferred to private Indian ownership in late 1982)	Starting Point-Timmins Fly Timmins to Winisk via DC3 chartered from Austin Airways (20 hunters & gear).	Cost to agent (1982) 8 charters for 7 hunts of 20 each @ $5200/ charter	41.6	5.9	297
PRIVATELY OWNED CAMPS					
Hannah Bay	Starting Point-Timmins Fly Timmins to Moosonee (307km) via DC3 chartered from Austin Airways Ltd (20 hunters and gear).	Cost to agent (1982) 7 charters for 6 hunts of 24 each @ $1900/ charter.	13.3	2.2	93
	Moosonee to camp (72km) via single engine Otter chartered from Rogerson Enterprises with capacity of 6 hunters and gear, 4 trips required per hunt.	3 round trip /hunt plus dead head runs includes mileage, buoying and layover charges. Estimate.	16.3	2.7	113
			29.6	4.9	206
	Truck hunters & gear from airport to float plane base in Moose R.		1.4	.2	10
			31.0	5.1	216

TABLE 58 Continued

Logistics			Costs		
			Total $(000)	Per Hunt $(000)	Per Hunter $
Tidewater	Starting Point-Moosonee Fly Moosonee to camp (43km) via single engin. Otter chartered from Rogerson Enterp' with capacity of 6 hunters & gear, 4 trips required per hunt.	Cost to camp (1981) 3 round trips/ hunt, 2 dead head runs at start and end of season for 6 hunts of 24 hunters each incl. mileage charges, buoying costs and lay-over charges.	10.6	1.8	75
	Truck airport to float plane base in Moose R.	Season Contract	1.4	.2	10
			12.0	2.0	85

Source: Discussions with agents and operators

and in comparison with the overall scale of camp marketing and operation costs. If heavy positioning charges or layover costs due to bad weather conditions are involved, profit margins can be severely eroded. If there were landing strips at the camps capable of handling a DC3, the cost structure of the operation would be substantially improved. Without ground strips, these camps could become only marginally profitable and in some cases non-viable over the long run.

Table 59 provides a clear illustration of the rising cost of air transport from collection points to goose hunting camps. In this example, costs reflect air transport from Timmins to Moosonee (307 kilometers) using a DC3 or an HS748 and from Moosonee to the Hannah Bay Camp on the Harricanaw River (72 kilometers) using float planes.

TABLE 59

TREND OF AIRCRAFT COSTS FOR HANNAH BAY GOOSE CAMP,
1977 to 1982 (1)

Year	Hunters		Package Cost		Aircraft Costs					
					Total		Per Hunter		% Gross Revenue	% Package Cost
	No.	Index	$	Index	$(000)	Index	$	Index		
1977	126	100	530	100	16.3	100	129	100	23	24
1978	128	102	560	106	17.4	107	136	105	23	24
1979	134	106	600	113	17.7	109	132	102	20	22
1980	145	115	660	125	22.0	135	117	91	20	18
1981	146	116	725	137	29.6	182	157	122	25	22
1982(1)	140	111	850	160	31.9	196	177	137	24	20

Source: Ontario Northland Transportation Commission

(1) Estimated values for 1982.

With a capacity of 24 guests, the camp can accommodate 148 sportsmen in seven hunts between mid-September and mid-October. Over the six seasons from 1977 to 1982, aircraft transport costs for camp operations have risen by 96 per cent from $16,300 to $31,900. Relative to total package cost, however, they have remained reasonably constant, fluctuating between 18 and 24 per cent. Moreover, they have varied little (23 to 25 per cent) relative to gross revenue, indicating that profit margins have not been seriously affected.

Rising transport costs have been met in two ways. First, package costs per hunter have been increased by 60 per cent over the six seasons without creating any reduction in demand. Second, the volume of hunters has been increased by about 11 per cent to nearly total camp capacity, so that the increase in the cost of transport per hunter has been kept to about 37 per cent. It is clear, however, that further escalation of air transport costs caused by increased fuel and general operating expenditures of charter companies could substantially reduce profit margins if the difference could not be made up by increased tariffs for the hunter package. Beyond a point, increased tariffs could reduce demand and gross revenues, and increase operating costs per hunter.

BUSINESS PERFORMANCE EVALUATION FOR THE BUG RIVER FISHING CAMP: BIG TROUT LAKE BAND

A number of noteworthy problems have emerged at this camp. The situation is reminiscent of that previously described for the Ogoki Lodge but has some special twists and local variations.

Natural weather limitations associated with the site appeared early in the operations of the camp. Because Big Trout Lake, about 20 kilometers wide, can be very rough at times, it was necessary to build a special six-meter boat powered by twin 20 hp motors to transport the guests from the settlement. When strong northeast winds are blowing, it is not possible to land a plane in the river. While prevailing winds are from the northwest, they blow out of the northeast quadrant for a fair percentage of the season. When strong winds blow from any part of the northern quadrant, the lake waters soon become too rough for comfortable fishing, and conditions can actually become so dangerous at times that guests must fish on the river.

Management has been a persistent problem at the Bug River Camp; no local resident bears final responsibility. Equipment that disappears over the winter season, including safety jackets, gas tanks, paddles and oars, must be repeatedly replaced.

For the initial operating years of 1977 to 1980, the Department of Indian Affairs and Northern Development hired and paid the salary of a camp manager from Gypsumville, Manitoba with previous experience in the famous God's Lake area of that province. While management over this period was reasonable, officials from the Sioux Lookout District of DIAND had to spend a large part of each operating season in the camp or dealing with problems from their office. A new manager, who is a resident of Big Trout Lake (Mr. Thaddeus Cutfoot), was appointed in 1981. He can communicate well, has had experience at sport shows, and ran a camp that was virtually free of client complaints in 1981. Problems of staff and financial management remained, however, as did dissension. In the winter and spring of 1982, factional differences within the community with respect to camp management threatened the continuance of Mr. Cutfoot in his position, even though no suitable alternative was available locally.

The guides have been a problem almost from the outset of operations. Only two of those trained in 1971 remained. Since many do not speak English, or find it difficult to do so, communication has been a constant constraint on effective operation. Alcohol, sometimes made available to guides by guests, has created difficulties. There is continuous pressure on the manager to allow the guides to return home in the evenings and come back the following morning. This is costly. If the guides had to use their own boats and pay the cost of a return trip possibly costing $30 for gas and oil, they would probably remain at the Bug River Camp. Equally important, guides sometimes fail to return, appear the next day in less than satisfactory condition, or

TABLE 60

BIG TROUT LAKE (BUG RIVER) TOURIST CAMP PROFIT AND LOSS STATEMENT
FOR THE TEN-MONTH PERIOD ENDING JANUARY 1981,
THE 1980 OPERATING SEASON

Item	$	%
REVENUE		
$85 per guest-day for 364 guest-days	30,940	
EXPENDITURES		
Manager's Salary	5,700	12
Assistant Manager's Salary	2,175	5
Guiding	14,725	32
UIC	124	-
Vacation Pay	228	-
Subtotal Wages & Salaries	22,952	49
Ice Harvest	1,200	3
Gas and Oil	7,055	15
Propane	1,230	3
Rentals (Boats and Motors)	3,945	8
Maintenance	3,143	7
Travel	463	1
Freight	109	-
Insurance	397	1
Bank Charges	1,479	3
Miscellaneous (No receipts)	2,364	5
Equipment Purchase	2,240	5
TOTAL EXPENDITURES	46,577	100
OPERATING DEFICIT	15,637	

Source: Department of Indian Affairs and Northern Development, Sioux Lookout District

send a marginally qualified replacement. To improve the situation, eight guides were sent for a four-week training course at a commercial camp operation on Lac Seul. Two were sent back early for drinking problems; the six who completed the course returned to perform well at the Bug River Camp.

Financial management and accountability have been major difficulties, culminating in the disastrous situation at the end of the 1980 operating season displayed in the profit and loss statement (Table 60).

Before discussing this statement, it is noted that capital development costs associated with this camp have been met entirely by DIAND through its Sioux Lookout District office. Nothing has been provided from operating profits or the personal cash of local residents. In effect, these capital costs represented an outright grant or non-repayable contribution by DIAND. Building costs were in the order of $85,000 and equipment costs about $50,000, for a total of $135,000.

DIAND has also made non-repayable contributions of $25,000 to $30,000 towards operating costs. In some years, about $6,000 was paid for the services of a camp manager. Travel to sport shows, printing of brochures, repairs and maintenance accounted for the remainder.

In the 1980 operating season, gross revenues reached $30,940. This was 98 per cent of those estimated in the forecast for that year. The deficit cannot therefore be attributed to a collapse in expected revenues.

The 364 guest-days required to generate the actual revenues represented only a 22 per cent occupancy rate for the 18-man camp over a 92-day operating season. Although more effective marketing could probably have improved the financial position of the camp, problems of another type are clearly evident.

Roughly 49 per cent of the expenditures or 74 per cent of the revenues were associated with salaries, wages and benefits. Of the $22,952 expended for these purposes, $14,725 or 64 per cent was for guiding. This variable cost represented 32 per cent of all operating expenses and consumed 48 per cent of revenues. At $40 per guide per day, this cost presumably represented 368 guiding-days for the operating season. There were an estimated 364 guest-days at the camp. With one guide for every two guests, approximately 182 guiding-days were required. Possibly the guides were handled on a salary basis, kept on when there were no guests. Perhaps the head guide was kept on all season, or one guide per guest was used. While the generation of employment and income is a goal of the camp operation, it should not be allowed to result in a deficit position to be covered by a contribution from DIAND. Using an estimated guide requirement of 182 days at $40 per day, the guide payments over needs amounted to $7,280 or 47 per cent of the operating deficit.

Gas and oil expenditures of $7,055, or 15 per cent of operating costs, appear to be excessive considering that there were only 182 boat-use days allowing for two anglers per boat. Gasoline supply management at the camp may have been lax. Perhaps there was steady travel back to the community by the guides each evening using camp gasoline.

Bank charges of $1,479 were high, amounting to three per cent of all operating expenditures. Perhaps late billings or delays in payment caused by a mail strike or the remoteness of the settlement from banks was the major contributing factor.

Boat rental costs totalling $3,945, or eight per cent of operating expenditures, are difficult to understand. The Bug River Camp has nine boats and nine motors so that there should not have been a need to rent from the guides at $25 per day. It appears that management permitted the guides to use their own boats when this was not necessary.

TABLE 61

BUG RIVER CAMP:

FUNDS REQUESTED FOR EQUIPMENT PURCHASE AND REPAIR, FEBRUARY 1982

Item	$	%
Equipment Repair		
Replacement and Repair, 10 aluminum boats with 20-hp outboard motors ($700 each with motor)	7,000	51
Ice House Repair (labour and material)	1,200	8
	8,200	59
Equipment Purchase		
2 16' aluminum boats	3,200	23
6 gasoline hoses	296	2
6 gasoline tanks	291	2
6 propellors	369	3
	4,156	30
Ice Harvest, Winter 1982	1,500	11
TOTAL	13,856	100

Source: Department of Indian Affairs and Northern Development, Sioux Lookout District

Maintenance costs of $3,143 were high due to the shipment of an air compressor and rivet gun to the camp. This was an abnormal situation.

In addition to a request to DIAND to cover the operating deficit of $15,637, the band made a submission in February 1982 for additional financial aid for equipment purchase and repair.

There is no depreciation fund to handle equipment replacement. As it wears out or disappears, a request simply is made to DIAND for replacement funds.

It is clear that the camp must be placed on a sound business foundation with proper management and fiscal accountability. Band interference with management, the draining of profits to non-camp related Band uses, and the hiring of excessive labour should not be tolerated. The camp cannot be regarded as a bottomless well of disbursements to the Band from DIAND.

Given this situation, the following requirements seem obvious. The introduction of strong management with no Band interference cannot be delayed. To this end the camp might be transferred to a competent, responsible local Indian assuming that a consensus can be reached locally as to a suitable candidate. This was the course of action followed in the case of goose camps in the Tidewater region. Alternatively, the camp might be placed under non-Indian management for an intensive training period of two or three years. Adequate accountability for equipment must be introduced immediately. Stringent financial controls and a bookkeeping system that provides for depreciation and permits a ready calculation of operating costs to detect overruns are crucial needs.

ECONOMIC IMPACT

The economic impact of tourism can be expressed by several measures, applicable at varying geographic scales. Included are the sector's contributions to the gross national product, to national income, to foreign exchange earnings and to government tax revenues. Also included are the direct, indirect and induced employment and income generated by the sector. In this report, attention is primarily centred on local direct, indirect and total income and employment impacts in the remote Indian communities.

Brief mention is made of tourist expenditures injected into the region and its local economies. Some measures of property values associated with tourism developments and cottage sites are discussed.

AN ALL NORTHERN ONTARIO PERSPECTIVE: 1977

Expenditures by factor costs of production are shown on Table 34 for the sport hunting and angling industries throughout northern Ontario. About 20 per cent of the total of $80.0 million spent in 1977, or $15.6 million, was for wage and salary payments to non-family members. About 82 per cent of this amount went to local residents. Of the remaining $64.4 million in operating expenditures, a substantial proportion would be spent in northern Ontario, perhaps 80 per cent. A limited amount of this total was related to facilities in Ontario North of 50°, perhaps 15 per cent in Red Lake and Sioux Lookout regions combined. Moreover, a very high percentage of the purchases, possibly 90 per cent, involved manufactured items or services supplied from outside the area, leaving a modest local multiplier effect.

In Table 62, based on data contained in the study cited on Table 34, employment/income and capital expenditures are shown in greater detail. Information is also presented on the market value of properties.

In 1977, a total of 7,941 persons, excluding owner/operators and their families, received 121,300 weeks of work on a seasonal, part-time, or full-time basis. With a payroll of $15,655, the average wage per person per week was a modest $129.08. About 82 per cent of the employees were local residents, indicating a very moderate summer labour import content and hence reduced leakage.

Considering owners and their families in addition to the paid labour, the fishing and hunting lodge industry employed about 14,729 persons, about 5.7 per cent of a total labour force in northern Ontario of 257,000 persons. It may employ 13 per cent of the labour force of the north outside the four major urban areas of Thunder Bay, Sudbury, Timmins and Sault Ste. Marie. A very limited proportion of the employment and income noted relates to Ontario North of 50°.

Unfortunately, it is not possible to determine the total wage and salary payments and profits to workers and owner/operators on the basis of the data presented in the report under review. As noted in Table 34, operator and family wages, profits and debt charges totalled $29.4 million, representing 37 per cent of the costs of production. If it is assumed that 65 per cent of that amount constituted wages, salaries and profits to the owner/operator and his immediate family, then income was in the order of $25 million. Using a multiplier ratio of 1.2, which seems reasonable for the region, then the direct and induced economic impact of wages, salaries and profits in 1977 was about $30 million.

Total expenditure for capital plant over the five-year period 1973-1977 was estimated at $65 million, only a small proportion of which was made in Ontario North of 50°. The average capital investment over the period was $40,000, or $8,000 per year. Upgrading and expansion of facilities were the major purposes for capital investment, accounting for 55 per cent of the total, or $36 million. In effect, new plant construction was moderate in extent. The leakage factor was probably substantial.

The average market value of establishments in the districts of major relevance for Ontario North of 50° ranged from lows of $149,000 in Cochrane/Timiskaming and $153,000 in Thunder Bay to a high of $163,000 in Kenora. Market values for many of the operations in Ontario North of 50°, including their base camps to the south of 50°, would be in the $160,000 to $175,000 range.

In the approach to leasing of Crown Lands recently adopted by the Ministry of Natural Resources, annual rates are established on the basis of ten per cent of the market value as appraised by the Realty Services Branch of the Ministry of Government Services. On occasion this Branch also determines the market value of cottage properties or sport camps acquired by the Government for one purpose or another. These evaluations are of interest in the general consideration of economic impacts associated with tourism and outdoor recreation.

From discussions with officials in Toronto, a general overview of market values for cottage land and sites for private commercial hunting and fishing camps was obtained. Discussions with the area officers of this government agency in Kenora, Thunder Bay, and Cochrane would provide additional insight.

Cottage site market values are established on the basis of three factors: highway/road accessibility, distance from market or cost of travel; and landscape characteristics related to both amenity attributes and construction suitability. Taken in combination, these result in a considerable range in estimated market values across the southern part of Ontario North of 50° and the general area adjacent to its southern boundary.

TABLE 62

SELECTED MEASURES OF ECONOMIC IMPACT FOR THE FISHING AND HUNTING LODGE INDUSTRY IN NORTHERN ONTARIO, 1977

Item	Administrative Districts of Ministry of Industry & Trade									
	Cochrane/ Timiskaming		Estimated Cochrane		Thunder Bay		Kenora		All Northern Ontario	
	No.	%	No.	%	No.	%	No.	%	No.	%
Paid Employment/Income										
Lodges with Paid Non-Family Employees		30				49		58		54
No. Full-Time Employees (Seasonal)	77		28		237		1,905		4,016	
No. Part-Time Employees (Seasonal)	75		27		362		1,674		3,925	
Payroll $(000)	282		106		1,010		7,040		15,655	
Person-Weeks Employment										
Full-Time Average	1.5				2.2		6.0		4.2	
Full-Time Total (000)	1.5				4.7		35.1		74.3	
Part-Time Average	1.4				3.2		5.1		4.3	
Part-Time Total (000)	0.5				4.3		17.9		47.0	
Full & Part Time Total (000)	2.0				9.0		53.0		121.3	
Market Value of Enterprises										
Average Value $(000)	94				153		163		147	
% Reporting Value $(000)										
< 50		25.0						5.4		
50-100		30.0						19.2		
100-150		20.0						24.6		
150-200		12.5						32.3		
>250		0						15.4		
No Reply		12.5						3.1		
Value By Type/Location $(000)										
Outpost									147	
American Plan									177	
Housekeeping									139	
Trailer/Tent									155	
Road-Accessible									151	
No Road Access									136	
Capital Investment 1973-1977 Inclusive										
Total $10^6									65	
Per Estab. $(000)									40	
Purpose $10^6										
Expand Capacity									21	32
Upgrade									15	23
Install & Expand Campsites									5	8
Dockside Water and Sewage Facilities									8	12
Other									16	25

Source: Reference [32]

TABLE 63

ESTIMATED MARKET VALUES FOR COTTAGE LOTS IN ROAD ACCESSIBLE LOCATIONS USED FOR SETTING ANNUAL LEASE PAYMENTS

MNR Districts & Subdivisions	$ Market Value
Cochrane District	
Cottage Lots	3,500-3,600
Dryden District	
Wabaskang Lake Subdivision	5,000
West Cedar Lake Subdivision	6,000-7,000
Avery Lake Subdivision	5,700
Ghost Lake Subdivision	6,000
Canyon Lake Subdivision	10,000
Geraldton District	
Wildgoon Lake Subdivision	4,500
Hearst District	
Shannon Lake	3,000
Banks Lake	2,700-3,100
Wickstead Lake	3,000
Pivabiska Lake 3 Subdivisions	3,000-3,100
	2,850
	3,000
Ignace District	
Similar to Dryden District	
Kapuskasing District	
Cottage Lots	2,800-3,200
Red Lake District	
St. Paul Bay Subdivision	4,500
Sioux Lookout District	
Stranger Lake Subdivision	4,500-4,700
Vermilion Lake Subdivision	8,000

Source: Ministry of Government Services, Realty Services Branch

Interestingly, estimated average market values for cottage lots in the Red Lake District in Ontario North of 50° ($4,500) are substantially above those for lots to the southeast in the Ministry of Natural Resources Districts of Cochrane, Hearst and Kapuskasing ($2,700 to $3,600). Values in the Sioux Lookout District are among the highest shown in the table, $4,500 to $5,000, although Dryden District displays the strongest market situation ($5,000 to $10,000) overall.

The average current sale price of a cottage and lot in the Lake of the Woods area is about $30,000. In contrast, the price at Lake Nipigon is in the order of $14,000 to $15,000.

TABLE 64

ESTIMATED MARKET VALUES FOR REMOTE UNDEVELOPED FLY-IN CAMP SITES

Location by MNR District	Area	Intended Use	Estimated $ Value
Dryden			
Canishinah Lake	4.5 acres	Tourist Camp	15,000
Lac Seul, Route Bay	4 acres		15,000
Hearst			
Kabinakagami Lake	8 acres	Tourist Camp	7,600
	7.5 acres		7,200
Nagagami Lake	7.3 acres		8,000
Red Lake			
Swain Lake (1)		Fly-In Cottages	4,500
Sydney Lake	4 acres	or Camps	7,000
Trout Lake	Island		4,100
Upper Goose Lake(1)	3.1 acres		7,200
Goose Lake	4.0 acres		9,000
Lingman Lake	2 acres		3,300
Sioux Lookout			
Bush Lake	1.5 acres	Camp	3,000
Big Trout Lake	Post Island	Seaplane Base	3,500

Source: Ministry of Government Services, Realty Services Branch

(1) Swain Lake is 30 flight kilometers from Red Lake and Upper Goose Lake is 80 kilometers.

Values for the Red Lake District, including sites in Ontario North of 50°, range from $3,300 to $9,000. The value established for a seaplane base on Post Island in Big Trout Lake was considerably less than that associated with tourist camp developments.

THE IMPACT OF CREE INDIAN GOOSE CAMPS

The scale of wage payments by specific job category and equipment rental at camps owned and supervised by the Ministry of Natural Resources is indicated in Table 65.

TABLE 65

CREE INDIAN GOOSE CAMP WAGES AND RENTALS, 1980 AND 1981

Item	1980	1981
Manager-in-Training	$40.00/day	$43.00/day
Clerk-in-Training	$35.00/day	$37.00/day
Head Guide	$32.00/day	$35.00/day
($5.00/day extra when guiding)		
Guides	$31.00/day	$33.00/day
Cook	$37.00/day	$39.00/day
Cookee	$29.00/day	$31.00/day
Chore Boy	$29.00/day	$31.00/day
Cleaning Women (Winisk)	$29.00/day	$31.00/day
Manual Workers (Labourers)	$29.00/day	$31.00/day
Truck Driver-Mechanic (Winisk)	$33.00/day	$35.00/day
Boat Rental	$ 5.50/day	$ 6.00/day
Motor Rental (Camp Supplies, Gas and Oil)	$ 5.50/day	$ 6.00/day
Pluckers		
Canada Geese	$ 1.80/goose	$ 1.80/goose
Snow Geese	$ 1.50/goose	$ 1.50/goose
Ducks	$ 1.00/duck	$ 1.00/duck

Source: Ministry of Natural Resources, Moosonee District

Notes:

Guides wages only: the Ministry of Labour has established the above rates for guides to be applied as follows:

	1980	1981
4 hours or less/day worked	$15.50	$16.50
Over 4 hours/day worked	$31.00	$33.00

Plus full day's rental for boat and motor.

This is the only acceptable variation from a full day's wages and applies only to guides.

Vacation and Statutory Holiday Pay at 8.16 per cent is added to the above wages.

The direct, indirect and total local economic impact of the four goose camps operated by MNR in the Tidewater region (Kashechewan, Anderson's, Kapiskau and Winisk) in the 1980 operating season was considerable. Personal income measures are summarized in Table 66. Due to limitations in the breakdown of items listed in the profit and loss statement (Table 53), it has been necessary to introduce a considerable element of subjectivity into the preparation of the table. While the interpretation of the results must be tempered accordingly, the pattern revealed is considered to be reasonably accurate.

TABLE 66

ESTIMATED DIRECT, INDIRECT AND TOTAL ECONOMIC IMPACT OF THE OPERATION OF FOUR CREE GOOSE HUNTING CAMPS ON LOCAL SETTLEMENTS IN THE 1980 OPERATING SEASON (1)

Impact	$	%	%
Direct Impact			
Wages and Salaries	38,916		
Boat and Motor Rentals (2)	8,124		
	47,040	60	
Cooking (cook & assistant) (3)	7,900	10	
Camp Management (4)	3,539	5	
Camp Maintenance (5)	20,000	25	
	78,479	100	83
Average per camp	19,620		
Indirect Impact			
Multiplier 1.2 yields $94,175 - $78,479 =	15,696		17
TOTAL Direct and Indirect Impact	94,175		100
Average Per Camp	23,544		

(1) Based on manipulation of data in Table 53.

(2) Assumes payments to guides for boat and motor rental will be treated as income.

(3) Estimated at $1,975 per camp for cook and assistant cook.

(4) Assumes 100 per cent of camp management involved wage payments.

(5) Assumes $20,000 of camp maintenance costs represented salaries for winter caretakers.

In 1980, direct income impact in the form of wage payments at four camps totalled $78,479 and the indirect impact was $15,696. The former represented 83 per cent of the combined direct and indirect income impact totalling $94,175 and the latter 17 per cent. The average direct impact per camp was $19,620, the indirect impact $3,924 and the total impact $23,544. The modest multiplier or recycling effects are a clear reflection of the open nature of the local economy and hence its high leakage characteristics.

Wages and salaries accounted for 60 per cent of the direct income impact. Camp maintenance was a substantial item, generating 25 per cent. This labour cost probably would not be incurred if the camp were privately owned and operated by a local resident Indian who would do the work himself, possibly with the help of his immediate family members.

If it is assumed that each guest left $25 in tips, income (wages and salaries) would be increased by $25 x 377 guests = $9,425. Direct impact could then be increased by 12 per cent to $87,896, the indirect impact by $1,884 or 12 per cent to $17,580, and the combined direct and indirect impact by $11,301 or 12 per cent to $105,476.

The direct, indirect and total economic impact of the hypothetical goose camp on a local settlement can be fairly readily estimated with a reasonable degree of accuracy. The situation is summarized in Table 67.

The analysis includes only direct, indirect and total impacts for a 20-man camp having 140 guests over a season. Local and regional impacts related to the production of finished goods required for the provision of services are limited because most are imported. They have, therefore, not been considered.

Direct impacts are defined by four items: wage and salary payments, tips, profit and handicraft sales. All involve cash flow in the form of personal income into the settlement. In the calculation of the indirect impact, it was assumed that the income multiplier effect could be 1.2. Considering that most of the income will probably be spent for the purchase of food and clothing, for which there is a high import or leakage factor, the multiplier seems reasonable. Given the modest scale of the direct dollar impact, any error in this respect would not be particularly significant.

Total impacts are listed as $43,752. The direct items total $36,460 or 83 per cent and the indirect $7,292 or 17 per cent. If handicraft sales were excluded, the total direct impact would be $33,835, the indirect impact $6,767, and the combined direct and indirect impact $40,602.

TABLE 67

INCOME IMPACT OF A HYPOTHETICAL INDIAN GOOSE CAMP WITH 100 PER CENT OCCUPANCY ON A LOCAL SETTLEMENT

Impact	$	%
Direct Impact		
Wage and Salary Payments (Excludes Benefit Payments)	20,690	47
Tips to Staff and Guides (Estimate $25 per hunter)	3,500	8
Subtotal Wages, Salaries and Tips	24,190	55
Owner/Operator Profit	9,645	22
Subtotal Wages, Salaries, Tips and Profits	33,835	77
Handicraft Sale Income Estimate ($25 per hunter less 25% for materials purchased)	2,625	6
Subtotal Direct Impact	36,460	83
Indirect Impact		
Assume Multiplier of 1.2 on the Direct Impact 1.2 x $36,460 = $43,752 - $36,460	7,292	17
TOTAL Impact	43,752	100

The wage and salary payments of $20,690 represent 57 per cent of the total for the four direct impacts in the table and 47 per cent of the total of all impacts. If it is assumed that labourers and guides each worked a full camp operating season and that the owner/operator hired all labour required, then the total number of jobs generated would be 22 (cooking, two; housekeeping, two; camp handyman, one; camp maintenance, two; guides, ten; pluckers, four; owner/operator, one). Total man-days would be just under 400.

Tips to the staff, including guides, housekeepers and the kitchen staff, are estimated at an average of $25 per hunter. Some guests will leave nothing in tips while others will give two or three times this amount.

It is considered that all operating profits will be spent locally for consumer goods. Actually, some may be invested in new business ventures in the community or spent on holiday travel outside the area by the owner/operator. The disposition of the profits can therefore become a matter of importance in the calculation of indirect impacts. Any errors in calculation in this instance, however, are not considered to be of major consequence in the estimation of total direct and indirect impacts because of the scale of the dollar values involved.

There is a ready-made market here for sales of handicrafts, including hunter accessories such as gun cases, gauntlets, and jackets together with souvenir gifts to take home. It is considered that sales could average $25 per hunter in a well-developed production program. Allowing for 25 per cent production costs for imported materials (beads, threads, clasps, etc.), 75 per cent of sales would represent a type of local wage payment. This entry of $2,625 in the table represents six per cent of direct income impact.

By considering wage and salary payments in combination with capital construction costs and accommodation sales for the hypothetical camp, some interesting ratios can be developed as shown in Table 68.

The labour intensive nature of the enterprise is clear. When the camp operates at 100 per cent occupancy, one dollar invested in capital plant development, estimated at $45,000, should yield annually direct income as follows: wages, 46 cents; profit, 21 cents; tips, 8 cents; handicraft income, 6 cents; total, 81 cents. Excluding handicrafts, the total is 75 cents.

In terms of accommodation sales totalling $45,500, that is fees paid for the use and services of the camps alone, the employment income impact is equally attractive. One dollar in hunter fees for camp use yields 80 cents in direct income and 96 cents in direct and indirect income combined. In effect, dollars invested in the advertising and promotion of the camps yield substantial wage and employment benefits. The values are substantially less, however, when these measures are developed in relation to total package fees paid by the hunter, including transportation costs and agent commissions in addition to the fee for the purchase of camp facilities and services.

TABLE 68

DIRECT, INDIRECT AND TOTAL LOCAL INCOME GENERATED BY $1 IN ACCOMMODATION SALES AND CAPITAL CONSTRUCTION IN A HYPOTHETICAL GOOSE CAMP WITH 100 PER CENT OCCUPANCY

Direct and Indirect Income Items	Income Generated by $1 in	
	Accommodation Sales ($45,500)	Capital Construction ($45,000)
Direct Income		
Wages	0.45	0.46
Profit	0.21	0.21
Subtotal Wages and Profit	0.66	0.67
Tips	0.08	0.08
Subtotal Wages, Profit and Tips	0.74	0.75
Handicraft Income	0.06	0.06
TOTAL Direct Income	0.80	0.81
Direct and Indirect Income		
Wages	0.54	0.55
Profit	0.25	0.25
Subtotal Wages and Profits	0.79	0.80
Tips	0.10	0.10
Subtotal Wages, Profits and Tips	0.89	0.90
Handicraft Income	0.07	0.07
TOTAL Direct and Indirect Income	0.96	0.97

It would be impossible to determine the significance of the income impact of the four operating goose camps or the hypothetical facility in relation to total community income flow without extensive investigations beyond the cost and time constraints imposed on this study. Income from the goose camps is certain to be much less than the income flow from trapping, and possibly well below that from transfer payments. Nevertheless, the total impact is substantial and meaningful in a community economic setting having limited investment income and employment opportunities.

THE IMPACT OF INDIAN FISHING CAMPS

From the business performance evaluation of the Bug River Fishing Camp, some impression may be gained of the economic impact of facilities of this type on local Indian settlements. Additional studies are required to obtain a more comprehensive grasp of the situation.

Reference to Table 60 will indicate that the operations of the Bug River Fishing Camp in 1981 resulted in wage payments totalling $22,952, including $352 in UIC benefits and vacation pay, to Indian residents of Big Trout Lake. Salary payments for management by local Indians totalled $7,875. Guides were paid $40 per day with their total wage bill being $14,725.

Tips to guides and other staff may have averaged $25 per guest for a total of about $2,500. The $3,945 paid to guides for the rental of their boats and motors might also be considered income since this equipment was probably purchased for purposes other than guiding at camps in most if not all cases. If wage payments, tips and boat rental payments are combined, the direct income impact of the camp was about $29,400.

In addition to the foregoing, an undetermined amount was spent in Big Trout Lake for food purchases by guests. It cost the Great Plains Bag Company about $50 per person for food and incidentals for a three-day stay at the camp, or $300 to $400 per party of six or eight. Much of this purchasing was done locally.

SOCIAL IMPACT

A comprehensive assessment of the nature, implications and issues of the social impact of tourism in Ontario North of 50°, particularly in the Indian settlements in remote locations, would undoubtedly provide valuable inputs into the definition of viable development strategy alternatives. Many of the basic problems associated with the acceptance and implementation of program and project planning at the local level stem, in large part, from an inadequate appreciation and accommodation of disturbing and disrupting social impacts, real or imagined.

Social impact assessment is concerned with the manner in which individuals and groups respond to existing or pending tourism strategy, program and facility planning, development and operation together with the manner in which the formal and informal institutions and power structures are affected. While they are often difficult to identify and evaluate in an objective, scientific manner, the social impact phenomena are real and significant.

The question of the desirability and suitability of the sophisticated, large-scale, industrial type of tourism model as opposed to the simpler, small-scale, craft type of model in development, strategy, program and facility planning in Ontario North of 50° must be resolved, in large part, on the basis of social impact considerations. Market, financial and economic impact factors, although of major consequence, do not reveal the complete range of crucial parameters to be taken into account in the final selection process. Social aspects, including the degree of local control over the course of events, the ease of entrance into the decision-making processes and investment procedures, shifts in the local power structure due to the emergence of a new economic elite, and widespread friction with established moral and social patterns, can impose serious constraints on smooth plan implementation and facility operation.

Our understanding of the social impact of tourism on small indigenous communities all over the world is fragmentary. Research has done little more than to expose a number of individual problems and issues and occasionally to put forward suggestions for solutions. Social impact assessment in general and its tourism-related aspects in particular remain essentially a nominal science of definition, isolated observation and interpretation. Social impact assessment remains in search of a comprehensive and generally accepted set of paradigms, theories and methodologies. Finally, the field and its research findings are frequently confronted by a negative or skeptical attitude on the part of professionals and policy makers, particularly as regards the application of quantitative analysis.

In spite of the foregoing limitations and constraints, the adoption of an essentially phenomenological approach to consideration of the social impacts of tourism in Indian communities can assist planners and policy makers in making realistic decisions. If planners and policy makers accept a few basic tenets — that empirical validations can be as important an arbiter of social realities as theory

formulation, that knowledge is dependent on personal experience and context, and that thoughts, emotions and perceptions regarding tourism can be revealed through narrative methods — they will be able to approach the problem with a reasonable assurance of obtaining useful social impact information. Tourism impacts related to community cohesion, to displacement/relocation disruptions to the social network, and to high risk groups can be explored in terms of how they are perceived by the local residents. The research worker must attempt to record feelings and perceptions, a task perhaps best performed by local residents. It is equally important, however, that the research worker be able to communicate satisfactorily with the investigating and planning agencies, something that is not always possible if the responsibilities are left entirely with local resident workers.

It is sometimes possible to construct graphs or profiles in which local social impacts, such as attitudes to alcohol use, are identified, described and plotted along one axis. Time periods coinciding with the local contact with planning, physical development, and operating stages would be plotted on the other axis. This type of conceptual framework can give direction and focus to descriptive, narrative, interview techniques.

PART TWO

IMPLICATIONS AND ISSUES

PART TWO

IMPLICATIONS AND ISSUES

MAJOR IMPLICATIONS FOR TOURISM PLANNING, DEVELOPMENT AND OPERATION

RELATED TO HISTORICAL PERSPECTIVES

An appreciation of the historical antecedents of tourism development patterns in Ontario North of 50° is a prerequisite for effective policy, strategy, program and project planning. In many decision-making situations, the contribution of the historical perspective can be as important as spatial distribution, or even more important. This implies the allocation of adequate time and funds to the historical dimension in future research and planning for the tourism sector.

Government agencies concerned with the allocation of resources for tourism development and the administration of tourism programs and infrastructure must recognize the importance of maintaining adequate historical records. Of particular relevance in this regard are the land use permit information of the Ministry of Natural Resources, the early highway construction records of the Ministry of Transportation and Communications and the license files of the Ministry of Tourism and Recreation; all of these are inadequate.

Time is fast running out for the preparation of an authoritative historical treatise on tourism development in northern Ontario. Documentary evidence is fast disappearing. Many people possessing firsthand evidence related to the beginning of events are retiring and moving away from the area, experiencing failing memory, or dying. A determined effort to prepare such a work should be initiated immediately.

The historical sequence of events that has characterized the evolution of tourism and outpost camp development in northern Ontario, based on rail and highway travel supplemented by charter air services to remote lakes and rivers, has reached a juncture of major consequence. The past pattern can no longer be repeated. The broad frontiers of densely distributed and highly productive hunting and fishing resources have been reached.

The progressive northerly flight of the outpost camp industry before highway construction and the harvesting of forest products for over a half century has almost reached its limits. Opportunities for the transformation of angling and hunting camps to general, family, multi-activity vacation or resort facilities are limited by climatic and market constraints. Penetration of sport camp tourism farther northward will be based on the exploitation of discretely located pockets of resource potential remaining after accommodation of Indian domestic requirements for fish and wildlife. In effect, a major discontinuity in the historical evolution of the plant has been reached. Future development probably requires totally new planning and development approaches and methods.

RELATED TO THE GEOGRAPHIC DISTRIBUTION AND SCALE OF FACILITIES

In that part of Ontario North of 50° situated to the south of the 11th baseline and the Albany River in the west and the 7th baseline in the east, the bulk of the best highway-accessible and remote natural resource potentials for tourist and outdoor sport and recreation facility development have been exploited. Here, consolidation, reorganization and redevelopment will probably dominate over expansion. Moreover, the adjustments will be complex and risky, given the intensive wood harvesting operations anticipated in remaining unexploited areas, the climatic constraints on alternative facility transformation opportunities, and long-range market uncertainties for tourism.

In the more densely developed southern parts of Ontario North of 50°, the investment level and sophistication of much of the physical facilities and their associated guest tariff structures are far below those that the quality of the resource base could support. The unplanned and uncoordinated allocation of tourism resource potentials on a first-come, first-served and largely uncontrolled basis, the competition from general public access to and use of high class areas, and the impact of forest access roads have resulted in the development of a tourist plant directed towards the lower price range of the market in much of the study area. The same pattern will ensue in the remote northern areas if development forces are permitted to continue as in the past.

The almost total absence of Indian owned and operated facilities in the southern part of Ontario North of 50° suggests a lack of interest, opportunity and entrepreneurial/management skills. It also implies a need for strong government leadership and initiatives if Indians are to attain a meaningful share of the remaining undeveloped opportunities in remote northern locations.

Given the pent-up strength of the non-Indian entrepreneurial forces in the southern parts of Ontario North of 50°, the Ministry of Natural Resources may not be able to resist for much longer the external demands for opening up the area north of the 7th and 11th baselines for sport camp development, unless the opportunities are



Plate 4: Angling party arriving at Hawley Lake

taken up by Indians. In many respects, the Indians in the remote settlements of Ontario North of 50° face a "now or never" situation with respect to ownership and control of tourist and sport camp facility development. Unless they are vigorously encouraged, stimulated and supported financially and technically by the Department of Indian Affairs and Northern Development and the Ministry of Natural Resources, the outlook is not encouraging.

RELATED TO MARKETING

Aggressive promotion and advertising, coupled with attractive price and service levels, are important elements in successful marketing of the sport angling and hunting potentials of Ontario North of 50°, since these potentials are in a strongly competitive rather than a monopoly position. While the resources possess strong market attractivity, and in the case of goose hunting have elicited a positive consumer response to tariff increases in the past, operators face competition from a variety of individual and family vacation packages

that are aggressively marketed in almost all major metropolitan and urban centres on the continent and abroad. Moreover, there is a strong element of competition between facilities within Ontario North of 50° since there is considerable uniformity in the angling and hunting product sold by each operator.

From the standpoints of package attractivity and market competitiveness, it is useful to consider total costs to the hunter, including transport costs to the assembly point at Timmins. In the spring of 1982, return air fares from selected starting points to Timmins were as follows: Toronto, $270; Halifax, $602; Winnipeg, $638; Edmonton, $842; Vancouver, $956; Cleveland, $468; Chicago, $556; Dallas, $766; Miami, $782. When these costs are added to the package price, it is immediately apparent that what is involved is a fairly high-cost tourist product that is vulnerable to competition for the discretionary travel dollar in distant markets such as Texas, Florida, Alberta and British Columbia. This is particularly the case at Winisk Camp where, in 1982, the cost to the hunter for return air fare to the assembly point at Timmins together with the purchase of the hunt would have been as follows: Dallas, $1,716; Miami, $1,732; Edmonton, $1,792; Vancouver, $1,906. The total price for the Hannah Bay Camp would have been $100 less, that for Kapiskau Camp $125 less, and that for Anderson's Camp $210 less. Even in the strong core market area of the camps, the total cost to Winisk is substantial (Toronto, $1,220; Chicago, $1,506; Cleveland, $1,318).

Lucrative new market potentials in Europe, Asia and parts of the southern United States, which are crucial to the future of the commercial sport camp industry in Ontario North of 50°, can be captured only with innovative package developments and agressive market practices that represent a radical departure from past procedures. In this instance, adequate interface with the wholesale and retail travel agency sector is essential.

In the past, marketing activities for the tourism industry in Ontario North of 50° have been only moderately aggressive. Many operators simply responded to suggestions and demands of sportsmen from southern Ontario and bordering American states who penetrated these northern areas on their own adventurous initiative or as a result of discussions with friends, the so-called word-of-mouth advertising. Direct selling and repeat clientele became the major element in the market strength of most operators. Some engaged in modest advertising in sport magazines, while others depended primarily on inclusion in provincial government tourism promotion and advertising literature. Attendance at sport shows has been growing in recent years, but a large proportion of the operators make no recourse to them. A radical shift in activities will be required to reap the benefits of foreign and long-distance continental markets to the fullest extent.

Given current and prospective future demands for space at some sport shows, particularly that at Toronto, new operators may find them

difficult to enter; they may be forced to wait for present exhibitors to drop out in order to purchase space. This may, however, prove to be only a short-term constraint.

Moose hunting appears to be fairly easy to sell, but the fear of overloading plant capacity with resultant hunter dissatisfaction imposes constraints. For example, Ojibway Country Wilderness Camps are marketed for a two-week season in which six or seven parties containing 24 to 28 hunters are booked without difficulty. The season may possibly be extended to three weeks. The Winisk River Camps (Webequie) introduced a trophy hunt in 1981 in which no cows could be shot and only 23 kilograms of meat could be taken out by the hunter. The constraint on the meat weight created some buyer resistance in the North American market but would not be of consequence if the hunter came from such offshore areas as Germany. In 1981, the agent booked three hunters from distant markets (two Texans and one German), and the target for 1982 was eight to ten hunters. While it would not be difficult to sell 20 package hunts to the Webequie area, such a volume could severely strain the present capability of the plant to deliver a quality hunting experience.

Indian operators probably could make a more significant market impact if they promoted and advertised under a group organization. This technique could be of major benefit in attempts to penetrate the European market. Marketing might be one of several functions performed by an Indian tourist outfitters' association for northern Ontario or perhaps for Ontario North of 50° alone.

The combination of marketing, supply and financial problems confronting Indian sport camp developments in Ontario North of 50°, together with increasing pressures on government to permit non-local entrepreneurs to exploit resources north of the 7th and 11th baselines, implies that the time is propitious for the establishment of a northern Ontario Indian tourist outfitters' or operators' association. The organization would provide:

- Economies of scale in the purchase of supplies and charter air services and leverage in attaining favourable repayment and delivery schedules.

- More dynamic and effective and less costly promotion and advertising in all markets and with wholesale and retail agents. The image of substance, reliability and responsibility projected would be crucial in European and Asian markets.

- A united voice in representation to all levels of government with respect to natural resource management and allocation and funding assistance.

Such an association might be established on a province-wide basis to include all registered Indians who own and operate a tourist facility (lodge, motel, hotel, campground, trailer park, marina, ski slope, or sport hunting and angling camp). It may prove more effective, however, to proceed in a less comprehensive manner. Associations might be set up for particular sectors, such as hunting and fishing camps, campgrounds, marinas or winter resorts. They might be set up for regions such as northern Ontario or Ontario North of 50°. The concept of a federation for Ontario would probably emerge if circumstances required such an umbrella organization. It is clear, however, that steps should be taken immediately to explore the feasibility of a regional group to meet the needs of Indians in Ontario North of 50°.

The concept is not novel. The Northern Ontario Tourist Outfitters' Association has been in existence for decades. In January 1977, a Northern Native Lodges Association was created in Manitoba with objectives similar to those noted above. On April 1, 1981, the Fly-In Sport Fishing Industry Association (of Canada) was set up in Winnipeg to address problems peculiar to that industry. In effect, the concept is tried and proven.

The full dimensions of the summer and winter season tourist markets for the remote areas of Ontario North of 50°, and the specific potentials and facilities contained therein (such as the James Bay Goose Camp to the north of Moosonee or Site 415 in Polar Bear Provincial Park), are uncertain. An opening probe is required immediately using the full gamut of market evaluation techniques. Among these, concept testing followed by pilot package tour projects in which the risks are shared between government and the wholesale/retail dealers seems particularly appropriate.

Concept testing has been used to a considerable extent in the advertising and promotion research of the Ministry of Tourism and Recreation. It involves interviews and/or questionnaire surveys of members of key organizations of the primary sectors of the consumer market in order to determine their reactions to, and suggestions for modification of, various development concepts and package trips, such as wilderness river tours, landscape/natural history family or group holiday trips involving the use of angling or goose hunting camps, winter snowmobile tours (Appendix B), and trapper cabin vacations. There is a host of outdoor sport/recreation and natural history associations which can be profitably contacted; most would be willing to cooperate. Testing with the retail and wholesale market organizations is equally, and in some cases more, important.

Package tours developed under a concept testing procedure could be initiated on a risk-share basis between industry and the retail and wholesale dealers. Many arrangements are possible, including cost-sharing on promotion and advertising and public expenditures on facilities and programs at the destination area to enhance the quality of the experience. Efforts of the Ministry of Northern Affairs to

enrich the rail trip or to enhance the impact at the Moosonee/Moose Factory destination of the Polar Bear Express provide examples of the latter type of government involvement on a fairly elaborate scale. Some pilot package tour development at site 415 in Polar Bear Provincial Park occurred in 1980.

A market concept feasibility study is required immediately for James Bay Goose Camp, acquired by MNR in 1981. Moreover, several alternatives that are readily identifiable could introduce an urgently required broadening of the market base and improvement in the profit prospects for goose camps throughout the region, for example, summer season natural history-oriented family vacations.

RELATED TO FINANCIAL ASPECTS

The introduction of large sums of public money through various federal and provincial agencies, particularly under the DREE program for the construction of access roads for forest exploitation and management, has a number of very significant implications for tourism. These should be fully explored and responded to by tourism interests as quickly as possible.

In any discussion of future financial support for tourism or compensation for damages imposed by road construction, the public subsidization of the forest industries should always be fully exposed and employed as an instrument of leverage. By comparison, requests of the tourism sector for financial assistance are minor.

The scale of investment in roads suddenly and unexpectedly introduced into the landscape across the entire southern part of Ontario North of 50° is intensely disruptive to remote fly-in sport camp and wilderness tour operations and their future business viability prospects. Moreover, the widespread distribution and large number of road developments make it difficult for tourism industry associations to deal effectively with the problem. This, in turn, demands greatly enhanced support to the industry by the provincial government tourism administrative agencies at both headquarters and regional levels.

The wide range of funding and borrowing programs and instruments available to all segments of the tourism industry in Ontario North of 50° should be sufficient to satisfy the requirements of the private sector and achieve the objectives of government. While some modifications in detail may be required to meet the needs of unique situations that emerge from time to time, the general structure appears adequate.

No attempt was made in this study to assess the adequacy of the level of funding available in the various programs and their associated instruments in relation to the probable future needs of the industry in Ontario North of 50°. This aspect must receive adequate attention in future strategy and program planning for tourism development. A strategy that called for major industry reorganization and redevelopment could substantially increase the level of financing required.

The loan repayment performance of the private non-Indian portion of the tourism industry in Ontario North of 50° appears to be reasonable for a high risk economic sector, insofar as can be judged from the limited investigations conducted in this study. There is room, however, for considerable improvement in appreciation of the needs, prospects and constraints of the industry on the part of the lending agencies. Equally important, the tourism industry must appreciate the constraints imposed on the lenders, the nature of the support requirements for loan application, and the full consequences of non-repayment within predetermined schedules.

It is reasonable to expect that more sophisticated and stringent procedures will be adopted in the future lending practices of the Northern Ontario Development Corporation to the tourism industry in Ontario North of 50°. Probably, factually supported pro-forma statements to accompany loan applications and close surveillance of repayment practices will be required.

Indians are likely to make recourse to only a narrow range of funding and borrowing sources available to them. The Indian Economic Development Fund is clearly more suited to their needs. Moreover, in view of the unfavourable past experiences of the Canada Employment and Immigration Commission in the Fort Hope Development Corporation's fishing and hunting camp development and the Department of Regional and Economic Expansion and the Ontario government in the construction of the Ogoki Wilderness Lodge, it is probable that government agencies will be hesitant to enter into elaborate and costly Indian tourist facility development schemes in Ontario North of 50°.

While special tourism-oriented employment and income-generating programs, such as that of the Ministry of Northern Affairs at Whitedog and Grassy Narrows in 1978 and 1979, generate obvious immediate benefits, the long-run impact would probably be substantially enhanced if a development strategy for Ontario North of 50° were in place to provide direction and priority.

Following the examples at Kashechewan and Attawapiskat, there will probably be a marked increase in requests from bands and individual Indians for funds under the Indian Economic Development Fund to construct accommodation facilities in the remote settlements of Ontario North of 50°. In many situations, market prospects appear reasonably encouraging.

Cree Indian goose hunting camps, roughly equivalent to major base angling and hunting camp developments in the interior portions of Ontario North of 50°, involve substantial capital and maintenance costs for a short operating season of about 21 days. The development of a summer season tourist activity could substantially improve the business viability of these enterprises. Serious attention should be given to the assessment and exploitation of such opportunities.

A number of crucial operational implications for future funding and lending procedures for Indian tourism development in Ontario North of 50° flow directly and clearly from the analysis of financial aspects presented in a previous section of this report. Failure to recognize and accommodate these can lead only to disastrous consequences for all concerned.

Every proposal must be supported by a realistic and comprehensive feasibility study. Among other things, such a study must include:

- An assessment of the supply foundations (fish, game, climate and terrain quality) at a level of detail commensurate with the scale of the capital investment envisaged. Moreover, the results must be accommodated in the investment and operational decision-making processes. A feasibility study that ignores the supply parameter courts disaster.

- A comprehensive, practical marketing plan. This must be regarded as an integral and indispensable component of all feasibility studies. The consideration of the market factor must not be left until construction is well advanced or nearing completion, as has occurred at times in the past.

- A clear statement of all costs and revenues expected over a time span of at least five years.

- A clear and comprehensive statement of the sources and levels of funding assistance required from government agencies for capital development and the early phases of operation.

While important and legitimate long-term and widespread community and social development benefits are frequently associated with tourist facility development projects, these benefits should not be permitted to unduly influence investment decision-making. Prospects for continuing financial viability and profitability, as determined by the pro-forma statement, should be the central determinant. If this is not the case, Indian tourist facility development in Ontario North of 50° will be nothing more than a vehicle for a disguised form of welfare.

It is of the utmost importance to establish and maintain accountability for political and administrative decision-making related to all phases of a tourism development program or project from its conception through to its implementation and ultimate operation. Moreover, the introduction of satisfactory cost control procedures that will alert management to pending cost overruns with adequate advance warning time for remedial action is equally important.

Administrative, accounting, legal and consulting costs, as indicated by the LEAP involvement in funding to the Fort Hope Development Corporation for sport camp development over a six-year period from 1975 to 1980, can be substantial, particularly when frequent travel from a head office in Toronto is required. The utilization of competent local services to reduce costs substantially should be considered initially.

Delays or procrastination in decision-making for a tourism project can be disastrous at both the development and operating levels. They may substantially increase costs for the purchase and transport of supplies to a level that makes the project no longer financially viable.

Past experience suggests that government must expect to provide a high level of technical support to Indian sport camp development in the initial stages of program and project development and operation. This appears to be unavoidable.

Indians must recognize and adjust to fundamentally business-like sport camp development and operation from the outset. Development cannot be regarded as a social welfare tool that perpetually siphons funds into the community to cover operating deficits generated by the non-profitable use of labour or losses incurred by the improvident care of equipment. First and foremost, it must be a business venture designed to generate long-term, viable employment, income and profit.

Evidence implies that the ultimate long-term prospects for successful operation of Indian tourist facilities are most favourable when the facilities are transferred to individual ownership rather than to a band. Prospects for the introduction of and adherence to sound business practices are thereby enhanced substantially, the diversion of funds or profits to other band projects is avoided, and labour is most profitably employed.

Air charter costs are a crucial determinant of the current profitability and the long-range business viability of goose camps in the Tidewater region and remote fly-in sport camps across Ontario North of 50°. An immediate in-depth study of this aspect, identifying the full extent of the problem and such possible mitigating strategies as a gasoline tax rebate, is considered essential.

RELATED TO ECONOMIC IMPACT

While the development of sport camps can generate substantial local economic impacts in the form of wage and salary payments, tips and profits, it cannot be regarded as a panacea for the economic distress of Indian communities in Ontario North of 50°. It will simply add another employment and income dimension to an economy offering limited opportunities to date. In this respect, it assumes considerably greater significance than might be expected from the scale of the impacts involved.

The direct economic impact on the local Indian community of total angler or hunter trip expenditures is severely limited by access costs and high leakage factors associated with the open economy of these remote northern areas. A substantial proportion of the total cost involves payment to scheduled airlines or the automotive service industry for travel from place of residence to a central collection or assembly point such as Timmins, Moosonee, Sioux Lookout, Webequie or Fort Hope. Agent commission fees may also be involved. Depending on distance travelled, these costs could represent 50 to 70 per cent of the total dollar outlay of the sportsman. Moreover, perhaps only 60 per cent or less of the fee paid to the camp generates a direct economic impact in the community in the form of wage and salary payments and profits. Considered within this frame of reference, the benefits to local Indians, who must forego fish and game resources and expend considerable time and effort in servicing the sportsmen's needs, are not as attractive as suggested by a simple examination of the purchase price of the package. In some situations an animal in the larder can be worth more than one sold to the hunter. To a large extent, it is the absence of alternative employment opportunities, the attainment of immediate extra cash income or the strengthening of a multiple income pattern that includes trapping, fishing, wood cutting and welfare payments that make sport camp development attractive. That Indian and non-Indian sport camp development generates significant economic impacts outside the local area provides a degree of justification for the public funding of support programs of the type noted previously in this report.

The temptation is great for local entrepreneurs, and in some cases government, to contain the leakage or capture a greater portion of the consumers' expenditures through vertical integration involving the assumption of charter aircraft and marketing functions, or to place greater reliance on local food sources to meet sportsmen's needs. It is reasonable to expect such efforts in the future by Indian operators. Care must be taken, however, to ensure that the process does not become too complex for the entrepreneurial and management skills of the operators. This is a particular risk at present insofar as charter aircraft operations are concerned.

RELATED TO SOCIAL IMPACT

While no investigation was made of social impact, discussions and the writer's experience make it clear that Indians want to gain control of tourism development in the more remote parts of Ontario North of 50° and want to accept it on their own terms with respect to both timing and the nature of the plant that ultimately emerges. To a considerable degree, this implies an Indian preference for a small-scale, craft-type tourism industry model in development strategy and program and facility planning for Ontario North of 50°, rather than a complex, large-scale, industrial-type model. Development based on the industrial model would probably sell the angling and hunting experience at rates closer to

true market value and perhaps generate greater beneficial local economic impacts. On the other hand, it would demand a level of investment, marketing and operating enterpreneurial management and technical skills beyond that now present in the Indian communities or readily attainable with modest training programs. This, in turn, implies loss of control to outside interests. While the industrial-type model could represent an ultimate goal, it will probably be considered inappropriate for the initial cycle of development.

It seems reasonable to expect that extensive development of the tourism sector would generate some significant changes in the social power structure of communities and in the outlook of the local Indian population. However, in comparison with the effects of the social conditioning and social acculturation processes now under way in the communities, particularly the impact of television, the effects will probably not be of major importance over the long haul. The question of who controls tourism development in the region, however, is a major and immediate concern.

RELATED TO PLANNING

The general status of present tourist and sport camp facilities in Ontario North of 50°, together with the complexities of marketing, financing and economic and social impact, clearly implies a need for the immediate initiation of a tourism planning study for Ontario North of 50° in general, and for that portion to the north of the 7th and 11th baselines and the Albany River in particular. While the material presented in this report will contribute to the background description and the statistical information base required for such a planning study, a substantial additional effort will be required.

Central Indian involvement in all phases of such a study, from basic data collection through to final plan preparation, is an indispensable requirement. If a Northern Ontario Indian Tourist Operators' Association were established, it could function as the directing and management agency for the project.

The plan document prepared must contain at least the following components:

A Physical Plan indicating the type and location of proposed developments and the time scale for their construction.

A Marketing Plan indicating the market areas and market structures to be exploited and utilized.

A Financial Plan indicating public and private investment requirements over the short-term five-year period and the medium ten-year range. The instruments of funding to be employed should be clearly stated.

A Manpower Plan indicating the source of the supply of labour and management resources required and any training considered necessary.

A Resource Management Plan indicating the manner in which the natural resource supply potentials for tourism development will be allocated and managed to meet needs on a sustainable, high quality basis. This might be effectively presented within the framework of a Tourism Management Area, akin to the Forest Management Areas employed in other parts of northern Ontario. Funding arrangements could be developed within such an arrangement.

The document should contain a clear and realistic expression of anticipated economic and social impacts together with any mitigating procedures considered necessary to offset undesirable effects.

Plan preparation and final approval should rest solidly on local participation in a prospective manner that ensures the identification and accommodation of local interests and concerns. It could be the responsibility of the suggested Indian Tourist Operators' Association to ensure compliance with this need.

While vital Indian involvement is a crucial prerequisite, consulting services will almost certainly be required. It would probably prove more advantageous to engage separate consultants for each stage of the work rather than to sign one contract for the entire project. In this manner, a more incisive set of skills can be obtained and the project can be more easily and efficiently managed and controlled. Finally, in the conduct of this study, maximum recourse should be made to skills and knowledge available within the federal and provincial governments.

ISSUES

The discussion that follows is organized within a framework of pervasive issues that tend to sum up the range of contentious matters raised in the previous discussion of patterns. All have important implications for Indians in the field of tourism planning, development and operation in Ontario North of 50° and some are uniquely related to them.

RELATED TO ACCESS TO INFORMATION

Fundamental and pervasive issues centre around the freedom, timeliness and ease of access of the tourism sector to vital information concerning government decision-making, administrative structures, and planning related to the allocation, maintenance and development of natural resources and the environment. They apply to these activities of government at both the political level and the administrative level.

In Ontario North of 50°, these tourism issues revolve largely around the operations of the Ministries of Natural Resources and Northern Affairs. MNR is responsible for the maintenance and allocation of the land and water resources on which so much of the tourism industry is based. MNA determines much of the overall policy and provides considerable stimulative funding through its budget appropriations and the administration of federal-provincial cost-sharing agreements. The Ministries of Transportation and Communications and Tourism and Recreation are also involved to a considerable degree.

Primary responsibility for the identification of available information is an important specific sub-issue of this topic and requires resolution. The provincial government has accepted responsibility for the preparation of lists of available publications and their public distribution. It is clearly the responsibility of the tourism industry to examine these documents in relation to its particular interests. There are, however, a host of internal government reports of committees, task forces and working groups containing new or condensed and interpreted versions of existing data that are, or could be, of immense value to the tourism industry. These are often considered by ministry administrators to be restricted, or not to be offered until identified and specifically requested. Therefore, timely and significant information that could often play a vital role in decision-making affecting tourism lies outside the knowledge and reach of those whom it most vitally affects, both Indian and non-Indian tourist operators in Ontario North of 50°. Cases in point are the high degree of secrecy surrounding the Report of the Task Force on Parks System Planning (often termed the Monzon Report after the Chairman of the group), the delayed release of this report, and the reluctance of the Ministry of Natural Resources to provide internal documentation on such subjects as its policies on resource allocation north of the 7th and 11th baselines and Indian employment to the Royal Commission on the Northern Environment.

The tourism industry has neither the time nor the resources to engage in sustained information detection across the entire range of provincial ministries directly and indirectly affecting its current and future operations. Government has a primary responsibility in this instance, and the Ministry of Tourism and Recreation has an important leadership function to perform, possibly through its public information agencies. The operations of all provincial ministries directly or indirectly impacting on tourism must be thoroughly examined with respect to information restriction, a matter that reaches far beyond the tourism field to the core of viable democratic government.

The responsibility of the provincial government to facilitate access to vital information through financial assistance to tourism groups is a disputable aspect of this issue. The regionalization of provincial government administration has resulted in a very dispersed body of information at the various headquarters, regional and district levels. Frequently, it can be very costly in time and money to access the documentation associated with a particular problem related to the planning, allocation, development and management of tourism resources.

Many consider that government has a financial obligation to offset these limitations of access that can be particularly constraining for residents of Ontario North of 50°, especially those living in the remote settlements. Obviously, there are serious cost implications associated with this viewpoint. Collections of all vital documentation in regional offices, and perhaps some district offices, that is readily available to the public would be useful, but only if they are comprehensive, easy to use and regularly updated. Some form of information service centre, possibly equipped with an on-line retrieval system, would be helpful.

RELATED TO TOURISM SECTOR INVOLVEMENT IN DECISION-MAKING

Another consequential issue category, around which a number of sub-issues revolve, is that pertaining to the need, and most appropriate form and process, for the effective participation of the tourism sector in government decision-making related to resource planning, allocation and management. Actually, this is a specific expression of a more general issue of effective public participation in government decision-making across the entire social, economic and natural environmental spectrum in Ontario North of 50°.

For tourism, this group of issues has recently received its sharpest focus with regard to the strategic and district land use planning processes of the Ministry of Natural Resources and the Forest Management Agreements concluded with the forest products industries by that ministry.

A satisfactory resolution of the issue of access to information is obviously a prerequisite for the attainment of a productive interface with this problem. Moreover, the extensive list of sub-issues that follows suggests that a very substantial area of indecision, confusion and, to some degree, hostility could be involved.

The definition of the range of interest groups legitimately eligible for involvement in decision-making related to tourism in Ontario North of 50° remains unresolved. A sharp distinction is often made on a geographic basis. Some feel that only northern residents should be involved, while others claim that the full range of affected interests throughout the province is equally entitled to representation. A further distinction is often made between tourist operators with a vested financial interest and people with such other concerns as public park development or forest harvesting. The fact that government is continuously attempting to strike a reasonable working balance between interest groups does not negate the importance of this issue.

The definition of the limits of tourism sector involvement remains in dispute as a sub-issue. Some political and administrative personnel view tourism as a secondary and perhaps somewhat peripheral vested interest. Others, particularly representatives of the tourism sector, support a much more liberal position in which interface in a vital, prospective manner is an unchallengeable right.

The definition of the most suitable structure and process for effective intervention of tourism interests is at issue. An enormous range of opinions exists respecting the most practical structure and process. Moreover, the situation is further complicated by the need to involve the local native population with its distinctive set of values and expectations.

The need for sustained participation in decision-making, as opposed to intermittent interface, and the need for prospective involvement, as opposed to retrospective final endorsation of decisions, are disputed sub-issues of consequence. The nature and significance of sustained participation are obvious. Prospective involvement has the potential to be effective and satisfying. Retrospective participation is usually restricted in its impact because the major decisions have usually been taken already and the opportunity to influence matters is limited to minor or relatively unimportant aspects. Frequently, the process amounts to little more than an endorsement of past decisions and is largely cosmetic in nature. The situation is exemplified by the participation of the tourism sector in the strategic and district land use planning of the Ministry of Natural Resources.

Sometimes the issue is expressed in terms of involvement in peripheral consultation and fact-collecting as opposed to critical, central participation in the decision-making processes. This arises when the role of the private tourism sector is limited to factual data and opinion collection for the preparation of a report on which subsequent decision-making will be based, wholly or in part. This process cannot be considered participatory, prospective involvement in planning or decision-making.

There is no prescribed and readily applicable solution, or set of solutions, to these issues. Their resolution requires exploration and experimentation in the general area of expanded, effective public interface with government decision-making for resource development in Ontario North of 50°.

RELATED TO ACCOUNTABILITY

The definition and implementation of a satisfactory mechanism to ensure the accountability of governments and their administrators to the private tourism sector for decision-making that affects its supply, marketing, development and operating foundations are a critical issue. This issue embodies one of the most serious constraints on attempts by the tourism sector to interface effectively with government on any contentious matter. A mechanism must be built into the government decision-making system that allows for the ready identification of responsible agencies and individuals. Moreover, opportunities must be built into the system to ensure performance evaluation by the tourism industry in terms of effectiveness and efficiency.

The apparent unsatisfactory accountability of Indians, particularly in group situations, for financial and material assistance provided for tourist facility planning, development, management and operation is undoubtedly one of the most serious of the contentious matters. In the present era of public expenditures, characterized by budget constraints, by demands for stringent expenditure controls and by increasing emphasis on program and project efficiency and effectiveness, past procedures and practices will no longer be tolerated by central budgeting agencies. Funds provided must be rigidly applied to stipulated purposes, budget estimates adhered to, and capital structures and equipment regularly inventoried and maintained in good order to the end of normal life expectancy.

RELATED TO NATURAL RESOURCE POTENTIALS, ALLOCATION AND MANAGEMENT

Some of the most fundamental and contentious issues related to current and future tourism development across Ontario North of 50°, and in the remote northern areas surrounding the native settlements in particular, are associated with this broad theme and its many subcomponents. This is to be expected since it reaches directly and significantly to sharply contrasting divergences in basic attitudes, philosophies, interests, and policy outlooks related to resource ownership, priority user rights, resource allocation practices, management procedures, and conforming/unconforming, compatible/incompatible, and single/multiple use dichotomies.

At issue is the unique character of the geographical foundations for tourism development in Ontario North of 50°, in terms of both the strengths and limitations of the natural resource supply foundations and the opportunities and constraints of the socio-economic fabric of the remote native settlements. Many view the area as a vast storehouse of unexploited angling, hunting and wilderness travel opportunities awaiting development by commercial entrepreneurs in the traditional manner that characterized past development to the south. Others consider the exploitable resources to be limited in scale and variety and

discretely distributed in an area transitional between the northern edge of the Boreal forest and the Subarctic environment. This resource pattern, together with the predominantly native population in the far northern settlements and its weak and opportunity-deficient economic structures, demands a specially tailored or unique approach to tourism planning and development. The simple northward progression of the development patterns and procedures of the south would be an economic and social disaster.

The sole, or the priority, right of access of the local native population to the natural resource potentials of that part of Ontario North of 50° situated to the north of the 7th and 11th baselines and the Albany River is an issue of fundamental importance. The basic question is straightforward. Will tourism development opportunities in general, and those for angling, hunting and wilderness travel enterprises in particular, be reserved for native people, or will there be unrestricted access to development opportunities for all residents of northern Ontario or the province as a whole? More specifically, the issue is related to the extension and entrenchment of the present limitation on non-resident commercial sport camp development in the northern part of the study area until the district land use planning process of the Ministry of Natural Resources has been completed.

The importance of wilderness in Ontario North of 50° for the tourism industry is generally recognized, but the designation of wilderness areas and the enforcement of management practices required for the maintenance of their natural attributes are strongly at issue. Moreover, the pattern of interest groups and sub-issues related thereto is complicated. Some state that the immediate designation and protection of vast areas of relatively unspoiled wilderness landscape are a basic requirement for a viable tourism industry in Ontario North of 50°. Others claim that Ontario North of 50°, outside the individual urban centres and the remote settlements, is one vast wilderness and that the designation of single-purpose wilderness areas, precluding multiple land use practices that bring important economic returns to the local communities, would be a disaster. Furthermore, some tourist entrepreneurs view the creation of wilderness areas as a serious threat to their access to the fish and game resources on which their livelihood rests.

Many claim that there has been serious deterioration of the fish and wildlife populations on which tourism depends. They cite overharvesting by commercial fishermen and sport camp operators, as opposed to habitat destruction, as the fundamental cause. This is a hotly contested management-related issue in Ontario North of 50°. Some claim that there has been no appreciable decline in population levels and can point to increases in particular game species in some areas as, for example, moose in the northern parts of Ontario North of 50°. Others attribute the decline in fish and game in some areas to excessive harvesting by the general public as a result of the opening of forest

access roads and major highways, and not to over-harvesting by commercial sport camp operators. Still others feel that damage to habitat and wilderness, and sometimes their virtual destruction, by logging and mining operations is the basic long-term cause. Some consider that over-harvesting by sport camp operators is the cause and that stronger controls and rationing are now required.

The accuracy of the resource information and the calculation procedures used by the Ministry of Natural Resources in the estimation of fish and game populations, particularly moose, and the productive capacity of lakes, rivers, and terrain prior to the granting of land use permits for commercial outpost sport camps are widely challenged by tourist operators. Many feel that excessively restrictive practices, substantiated on pseudo-scientific grounds, severely curtail the economic viability of their businesses. The biological scientists, while recognizing the limitations of their information base, feel that it is sufficiently diagnostic to indicate problem situations and general carrying capacities.

As noted in the separate report dealing with the transportation foundations for tourism development, there are a number of long-standing and highly contentious management issues associated with the closing of forest access roads after their intended purpose has been fulfilled and with the scale and enforcement of shoreline and river bank forest reserves in areas harvested by timber and pulp and paper companies.

The creation of Tourism Management Areas (TMA's) in those parts of Ontario North of 50° possessing outstanding natural resource potentials for tourism represents a solution to problems of management. Their creation may soon surface as an issue. They could provide an effective counter-balance to the current placement of the tourism industry in a subservient position to the forest products industry over vast areas of northern Ontario as a result of the establishment of Forest Management Areas under agreements with companies that often have mills located great distances away. There would appear to be enormous possibilities associated with this concept if a local tourist operators' association were established to create an administrative focus around which government and the industry could interact. The concept's introduction into the remote northern portions of Ontario North of 50° requires immediate and serious consideration. An Indian tourism development and operators' association could probably provide the required focal administrative structure.

In a Tourism Management Area, resource allocation and management plans would be formulated to ensure tourist operators that degree of resource supply security required for investment decision-making over medium and long-term horizons. Financial support and cost-sharing arrangements could be evolved, as is the case with the Forest Management Agreements, although the dollar requirements would not be on such a large scale. Forest harvesting, trapping and commercial fishing

would not necessarily be excluded from any TMA, but these activities would be subservient to the interests of tourism. In many respects, creation of the TMA simply implies the extension of the FMA concept to the tourism sector, especially in the undeveloped northern reaches of Ontario North of 50°.

The equitable allocation of costs between industrial resource users, including the tourism sector, and society as a whole for natural environmental quality maintenance, rehabilitation and enhancement is constantly at issue. Two approaches to this problem appear to be concurrently in use in Ontario. The societal approach, in which the government assumes financial responsibility, is justified on the grounds that benefits accrue to society as a whole in the form of income and employment generated by industrial users, taxes derived from individual and corporate profits, and generally lower product costs to the consumer. Alternatively, allocation of costs can be treated as a corporate problem in which the industrial user pays, particularly in the case of water and air pollution.

Both approaches carry important implications for the tourism industry, particularly its natural resource-based angling, hunting and wilderness travel component. The adoption of a societal approach is considered by many to justify non-restricted public access to, and use of, natural fish and game resources within constraints imposed by regulations designed to ensure a natural replenishment of stocks in perpetuity. The assumption of costs by industry might be interpreted by some as establishing a degree of proprietary rights to control or limit use of resources, possibly in a manner detrimental to the tourism industry.

RELATED TO ECONOMIC IMPACT

A number of important issues reach directly and critically to the cost/benefit equation for public investment in the tourism sector in Ontario North of 50° and, in particular, its remote northern native settlements. The true nature and scale of the direct, indirect and induced economic impacts of tourism are in dispute, due in considerable degree to a combination of inadequate empirical evidence and an imprecise and perhaps confusing use of concepts and terminology. Frequently, statements of employment impact are based on limited factual evidence, fail to distinguish between full-time and part-time jobs, and give no indication of man-years of work. While wage estimates are usually reasonably accurate, management and owner salaries and profits are often blurred. The all-important adjustments for transfer payments or reinvestment within the area usually remain unrecognized, and invariably unquantified. Indirect impacts generated by the inter-industry demand for finished and semi-finished goods at final demand point often are ignored, largely because they are known to have a high leakage factor in northern economies. Induced impacts generated by the local re-spending of wages, salaries and profits, the so-called household or personal spending multiplier effects, are often overestimated. This confusion obviously represents fertile ground for the growth of contentious issues.

The relative significance and the major beneficiaries of the economic impact of present and prospective tourism development within extra-regional, regional and local economic perspectives are at issue. At one end of a continuum of claims, the industry is regarded as a mainstay of the economy of northern Ontario and at times almost as a panacea for the severely depressed and opportunity-constrained economies of the native settlements in Ontario North of 50°. At the other end of the scale, tourism is felt to be limited in its local economic impact and to be characterized by short-term and low-wage employment opportunities. A large percentage of the benefits are said to accrue to extra-regional air carriers, highway service centres and the wholesale and retail travel marketing agents. The sector is considered to make excessive demands on limited domestic fish and game supplies. Clearly, the truth lies somewhere between these extremes, with substantial differences from area to area and enterprise to enterprise. Within the context of remote northern native settlements that have very limited alternative economic opportunities and display a pattern of multiple-source employment and income, tourism development can assume a relative significance far greater than is suggested by the absolute dollar values involved. The outlook over the long haul will depend largely on the ability to contain leakage from the local economy.

The desirability and practicality of government regulations designed to increase the local economic impacts of non-resident angling, hunting and wilderness travel activities on Crown lands in Northern Ontario are at issue. Many non-resident tourists, disparagingly referred to as "pork and beaners", travel north in self-contained trucks and camper units that enable them to exploit the superb outdoor recreation opportunities of the region while circumventing the local business and economic structure. In this manner, valuable and limited natural resource potentials are sold far below their true market value. Moreover, the competition for resources and the pressures placed on them can undermine the viability of commercial sport camp operations, particularly when the remote wilderness attractivity is destroyed by a seemingly unlimited influx of anglers and hunters along roads newly opened for forestry operations. Wilderness canoeists travel north on rivers from headwater areas to tidewater without Indian guides, something that was not permitted in earlier years. Many feel that regulations requiring non-residents to use commercial accommodations in the area, possibly to stay at commercial sport camps in some places, and to hire guides for river travel are necessary in order to increase economic impacts. Others feel that such regulations, particularly as they might relate to Ontario residents, are undesirable.

RELATED TO PLANNING AND DEVELOPMENT

A number of important issues related to planning were identified in the course of the investigations leading to the preparation of this report.

The basic need for a comprehensive planning approach to the development of tourism potentials in Ontario North of 50° in general, and that part to the north of the 7th and 11th baselines and the Albany River in particular, is at issue. Some contend that development should be allowed to proceed as in the past, with direction and control provided by the Ministry of Natural Resources' procedure for the issuance of land use permits for sport camp developments, lake and habitat supply investigations, and general guidelines presented in the strategic and district land use plans. Others claim that a comprehensive, coordinated planning effort for tourism, involving local residents and all federal and provincial government agencies with major responsibilities in the field, is a prerequisite for attainment of maximum social and economic benefits and maintenance of the vital supply foundations.

There is disagreement between administrative agencies with respect to responsibilities for tourism planning in Ontario North of 50°. In the strategic and district land use planning of the Ministry of Natural Resources, the Ministry took the position that tourism planning is the responsibility of the Ministry of Tourism and Recreation. MNR considered its role to be limited primarily to the maintenance of the quality of the natural supply foundations and their orderly allocation to a variety of competing users, among them tourism. In the remote northern reaches of the region, the federal Department of Indian Affairs and Northern Development clearly has a responsibility insofar as develoment of the opportunities by Indians is concerned. The provincial Ministry of Northern Affairs also appears to have some responsibilities in an overall policy directional sense, and possibly in relation to funding.

Local control of the planning process in the remote northern parts of Ontario North of 50° and meaningful local input in a prospective participating manner from inception of the process through to final plan approval are major issues with the native people. In effect, there is a demand that tourism development be introduced on their terms with respect to timing, scale, sophistication, management and operation rather than in response to the concepts of southern, non-resident planners. In effect, the plan must originate from within the region rather than from without and it must provide a means for native control and involvement in data collection and analysis, plan formulation and ultimate plan approval.

The type and scale of facility development most suitable in the predominantly Indian-populated parts of Ontario North of 50° (i.e., craft or industrial) are at issue. They have major implications for the planning process and resource allocations by MNR. Many support the encouragement of luxury-type sport camp developments on the grounds that they would permit the angling and hunting resources to be marketed at their true value and would generate the greatest sustainable local employment and income impact. Others feel that this industrial type of tourism, characterized by complex marketing and management arrangements requiring an array of fairly sophisticated skills, would remove control

of tourism development from the local native population to outside interests, reducing native people to virtually labourer status. This group supports a craft type of development, requiring a level of planning, marketing and operational capabilities within the range of the current level of local native entrepreneurial skills or attainable within a relatively short training period.

The true status of the strategic land use, district land use and West Patricia land use plan documents of the Ministry of Natural Resources is at issue, and the matter is crucial to the future of the tourism industry in Ontario North of 50°. Should the documents be regarded simply as a broad statement of resource development potentials intended to function as a general guideline for strategy and policy with respect to land and water resource management and allocation at the regional and district administrative levels of the Ministry? This appears to be the Ministry's current stance, and represents a major change from its position when the planning program began. Interpreted from another perspective, the output of the process might be considered a "plan of sorts" in which the tourism industry and its requirements for protection of its current investment and future access to natural fish and game resources are placed hopelessly at the mercy of the demands of the competing forest products industry. In the concept of multiple and sequential resource use now applied, tourism ranks low in priority. The primary beneficiary targets appear to be the forest products industry, the mining industry, and the local population's outdoor recreation needs, particularly for angling and hunting. The situation is particularly contentious and alarming when the tourism industry can see no way to come to grips with the "monster" in order to effect changes in the immediate or medium-range future. In effect, these planning processes of MNR have generated an atmosphere of confusion and uncertainty in the tourism sector that requires immediate attention if the issue is not to deteriorate into an atmosphere of recrimination and, perhaps, hostility.

PART THREE

SUPPORT DOCUMENTATION

PART THREE

SUPPORT DOCUMENTATION

RELATED AGENCIES, PROGRAMS AND INFORMATION

Programs have been identified and discussed in considerable detail in the main body of the report. The format employed for the recording of contacts indicates administrative or agency organization. Discussion of these aspects at this point would be repetitive.

CONTACTS MADE IN COURSE OF STUDY

Provincial Agencies and Personnel

Ministry of Tourism and Recreation

Division of Tourism
Third Floor
Hearst Block
Toronto

Tourism Development Branch

Director,	R.L. Brock	(416)	965-1542
Industry Improvement,	G.B. Kebedi	(416)	965-4255
Planning,	Patt Saar	(416)	965-7846
	W. Hunter	(416)	965-7846

Tourism Field Services
Northeastern Ontario
273 Third Avenue
Suite 200
Timmins P4N 1E2

Tourism Consultant,	Kevin Scully	(705)	264-5393

Ontario Government Building
199 Larch Street
Sudbury P3E 5P9

Manager,	Jack Cruickshank	(705)	675-4330

Northwestern Ontario
435 James Street, South
3rd Floor
Thunder Bay P7C 5G6

Manager,	T. Adamchick	(807)	475-1325
Tourism Consultant,	Steve Courtney	(807)	475-1325

806 Robertson Street
Kenora, P9N 3X9

Tourism Consultant,	R. MacRae	(807)	468-6481

Ministry of Government Services

Realty Services Branch
Third Floor
Ferguson Block
Toronto

Don Canning	(416) 965-9217
Peter Libbiac	(416) 965-9217

Ministry of Industry and Trade

Northern Ontario Development Corporation
6th Floor
1200 Bay Street
Toronto M7A 2E7

Loan Applications Branch

Manager,	Al Woods	(416) 965-4622
Info Officer,	D. Goodyear	(416) 965-4622

Regional Office

Timmins
273 Third Avenue
Timmins — Ralph DeLaurant (705) 264-1323

Ministry of Northern Affairs
10 Wellesley Street East
Toronto M4Y 1G2

Strategic Planning Secretariat
9th Floor

Manager,	M. Rodrigues	(416) 965-1669

Northeastern Regional Office
421 Bay Street
Suite 301
Sault Ste. Marie P6A 1X3

Tourism Economist,	Dave Head	(842) 942-0100
Communications Officer,	E. Belfrey	(842) 942-0100

Northern Affairs Offices

Cochrane
161 6th Avenue

Officer,	G.W. Rhodes	(705) 272-4274

Hearst
Northern Season Motel

Officer,	M. Mousseau	(705) 362-4358

Kapuskasing
Model City Mall
Officer, G. Couture (705) 335-6008

Moosonee
Officer, R. Cheechoo (705) 336-2991

Timmins
60 Wilson Avenue
Officer, R. Ridout (705) 267-1401

Northwestern Regional Office
12 Main Street, South
Kenora P9N 1S7
Asst. Deputy Minister, W.H. Charlton (807) 468-3135

Regional & Community Development Branch
435 James Street, South
Thunder Bay P7E 6E3
(807) 475-1585

Northern Affairs Offices

Geraldton
305 Main Street
Officer, F. Morelli (807) 854-0226

Kenora
12 Main Street
Economist, Stewart Connell
Officer, K. Pride (807) 468-5548
D. Cameron (807) 468-5548

Red Lake
242 Howey Street
Officer, Pat Wallace (807) 727-2870

Sioux Lookout
Provincial Building
Officer, Ron Willis (807) 737-1318

Thunder Bay
428 E. Victoria Avenue
Officer, B. Young (807) 475-1425

Ministry of Citizenship and Culture
5th Floor
77 Bloor Street West
Toronto M7A 2R9

Multiculturalism and Citizenship Division
Native Community Branch
Director, F. Boden (416) 965-7040
Economic Development, M. Carin (416) 965-5003

Northwestern Area

Thunder Bay
1925 East Arthur Street
Supervisor, G.A. Besharah (807) 475-1225

Geraldton
303 Main Street East
Com Res Officer, T. Perrault (807) 854-0169

Kenora
20 Main Street
Com Res Officer, F. Cornell (807) 468-5568
F. Bruyere (807) 468-5568

Northeastern Area

Timmins
22 Wilcox Street
Com Res Officer, A. Wesley (705) 267-7110

Ministry of Natural Resources
Whitney Block
Toronto

Office of Indian Resource Policy
Director, E.G. Wilson (416) 965-6045
Policy Advisor, Paul Wyatt (416) 965-6045

North Central Region
Thunder Bay
435 James Street South
Lands Co-Ordinator, Dave Murray (807) 475-1261

District Land Records Offices

Cochrane
2 Third Avenue
Land Records, Frank Wright (705) 272-4365

Dryden
Land Records, David Bean (807) 223-3341

Geraldton
Land Records, Archie Hoshino (807) 854-1030

Hearst
631 Front Streeet,
Land Records, Marcel Jiruiard (705) 362-4346

Kapuskasing
6 Government Road
Land Records, Nicol Lebrun (705) 335-6196

Kenora Land Records,	Richard Vanderbleit	(807) 468-3111
Moosonee Box 190 Land Records,	Bill Hutchinson	(705) 336-2987
Nipigon Land Records		(807) 887-2120
Red Lake Land Records,	Bruce McDonald	(807) 727-2253
Sioux Lookout Land Records,	F.E. Brown	(807) 737-1140

Federal Agencies and Personnel

Department of Indian Affairs and Northern Development

Ontario Regional Headquarters
55 St. Clair Avenue East
Toronto

Socio-Economic Development	Don Wellstead	(416) 966-6224
	Jules Hebert	(416) 966-6224

District Offices Socio-Economic Development

Geraldton Superintendent,	Chester Spry	(807) 854-0252
Moosonee Superintendent,	M. Loucks	(705) 658-4595
Development Officer,	S. Firlotte	(705) 658-4595
Sioux Lookout Superintendent,	W.T. Luchenski	(807) 737-2800
Development Officer,	J.T. Carroll	(807) 737-2800

Department of Regional Economic Expansion

Ontario Regional Office
55 St. Clair Avenue East
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Strategic Planning Group	Heather McKenzie-Scott	(416) 966-6004

Implementation and Coordination
A/Dir, R. Allison (416) 966-6004

Thunder Bay
233 South Court Street Bill Mokomela (807) 345-1582
P7B 2X9 P. Charbonneau (807) 345-1582

Canada Employment and Immigration
4900 Yonge Street
Toronto Michael Barclay (416) 224-4822

Department of Industry Trade & Commerce
1st Canadian Place
Manager Tourism
Development, W. St. John (416) 369-4951

Private Tourism Associations

Armstrong Wilderness Outfitters Association
Box 96, Armstrong
President, Don Plumeridge (807) 523-2047

James Bay Frontier Tourism Association
Suite 119-101 Mill Street
Timmins
Secretary, Dorothy Burnett

Kenora District Camp Owners Association
Perrault Falls
President, Bruce Gelter (807) 529-8231

Moosonee Tourism Committee
Two Bay Enterprises
Box 280, Moosonee P0L 1Y0
President, Carol Henning

Nakina Outfitters Association
Box 126, Nakina
President, Mrs. Millie Bourdignon (807) 329-5341

Northern Ontario Tourist Outfitters Association (NOTO)
Box 1140
North Bay
Executive Director, Roger Liddle (843) 472-5552

North of Superior Travel Association (NSTA)
107 Johnston Avenue
Thunder Bay
Executive Director, Dan Fulcher (807) 344-6659

Red Lake Publicity Board
President, John Goodwillie (807) 727-2258
Secretary, Mrs. Borchardt (807) 727-2258

Private Companies and Operators

Canadian Wilderness Camps and Outfitters Ltd
Box 567, Kenora
President, Wolf D. Lenhoff (807) 547-2990

Central Canada Tours
2638 Victoria Avenue
Thunder Bay P7C 1E9
President, Brian Whitefield (807) 622-6637
(Company recently purchased and name changed)

Cochrane Air Services
Box 124
Cochrane P0L 1C0
President, Joe Veverka (705) 272-3268

Bruce Crofts
(Discussion of Whitedog & Grassy Narrows Tourism Planning)

Gabe's Goose Camp
Attawapiskat
P0L 2H0
Owner, Gabriel Spence

Hearst Air Services Ltd
Box 2500
Hearst P0L 1N0
Manager, Mrs. Veilleux (705) 362-8894

Lindbergh's Hunting & Fishing Air Services Ltd
Box 998
Cochrane P0L 1C0
Owner, L. Rogerson (705) 272-4009

Ontario Northland Transportation Commission, Hannah Bay Goose Camp
195 Regina Street
North Bay P1B 8L3
Director Passenger Services, R.L. Moore
(For the purposes of this study, it is more suitable to consider this as a private rather than a government operation)

Polar Bear Camp & Outfitters
Box 396
Cochrane P0L 1C0
Owner, S. Konopelky (705) 272-5890

Saganash Outpost Camp
Kapuskasing
Owners, Don Tailleur (705) 335-3359
Ed Szpak (705) 335-3359

Tidewater Goose Camp
Box 118
Moose Factory P0L 1X0
Owner, James Rickard (705) 658-4653

Viking Island Outposts
Box 224N
Red Lake P0V 2M0
Owners, Hugh Carlson (807) 727-2262
Art Carlson (807) 727-2262

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APPENDIX A

APPENDIX A

NON-INDIAN TOURIST ACCOMMODATION AND SPORT CAMP FACILITIES IN ONTARIO NORTH OF 50°, 1982

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Cochrane District				
1. Cochrane Air Services Owner, J. Veverka Cochrane		Base Camp Air base at Lillabelle Lake	Uses local motels	
		Outpost Camps - 7		
		Audrey Lake	1 cabin	
		Day Lake	1 cabin	
		Grace Lake	1 cabin	35
		Kineras Lake	1 cabin	
		Piyagoskogau Lake	1 cabin	
		Rmny Lake	1 cabin	
		Sunday Lake	1 cabin	
		Subtotal	7 cabins	35
2. Polar Bear Camps Owner, S. Konopelky Cochrane		Base Camp Cabin at air base at Lillabelle Lake	(1 cabin)	(6)
		Outpost Camps - 5 North of 50°		
		Hopper Lake	1 cabin	
		Lower Serpent Lake	1 cabin	
		Stringer Lake	1 cabin	20
		216-15 (MNR file)	1 cabin	
		216-30 (MNR file)	1 cabin	
		Subtotal	5 cabins	20
3. Rogerson Enterprises Ltd. Owner, D. Rogerson North Bay & Cochrane		Base Camp Air base at Lillabelle Lake	Uses local motels	
		Outpost Camps - 4		
		Bayly Lake	1 cabin	
		Echo Lake	1 cabin	
		Natagami Lake	1 cabin	16
		Natagami Lake	1 cabin	
		Subtotal	4 cabins	16
Subtotal Cochrane District		Base Camps 0 Outpost Camps Cabin Camps 16	16 cabins	71

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Dryden District				
1. Baron Cedar Lake Lodge Owner, T & S Barons Wadsworth, Illinois		Base Camp Cedar Lake Water Access	9 cottages	40
		Outpost Camps	None	
2. Big Canon Lake Lodge Owner, P. Creason Elmhurst, Illinois		Base Camp Big Canon Lake Air and water access only	12 cottages	35
		Outpost Camps	None	
3. Bob & Lees Cliff Lake Resort Owner, N. Nost Vermilion Bay		Base Camp Cliff Lake	4 cottages	13
		Outpost Camps	None	
4. Bonny Bay Camp Owner, A.B. Ogilvie Dryden	1957	Base Camp Wabigoon Lake East of Dryden, south of 50°	(7 cottages lodge/house camp-ground)	(30)
		Outpost Camps - 2		
	1974	Vaughan Lake	1 cabin	8
	1974	Lynx Lake	1 cabin	8
		Subtotal	2 cabins	16
5. Cartier Lake Canyon Owner, L. Sutton Cofax, Illinois		Base Camp Cartier Lake Was an out-post of North Star Camp until purchased in 1981	3 cabins (log)	15 (est)
		Outpost Camps	None	
6. Cedar Point Resort Owner, K & L Somrock Duluth, Minnesota		Base Camp Cedar Lake	13 cottages	65
		Outpost Camps	None	
7. Don Wright Cottages Owner, Don Wright Dryden		Base Camp Thaddeus Lake	5 cottages	25
		Outpost Camps	None	

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Dryden District Cont'd				
8. El Paso Camp Owner, A. Russel Perrault Falls		Base Camp Wabaskang Lake	5 cottages Trailer park	25 (est)
		Outpost Camps	None	
9. Fallview Camp Owner, R. Elhers Perrault Falls		Base Camp Perrault Falls	5 cottages	20
		Outpost Camps	None	
10. Golden Arrow Camps Owner. D. Moore Cherokee, Iowa		Base Camp Jackfish Lake	8 cottages	38
		Outpost Camps	None	
11. Jim & Gerts Wabaskang Camp Owner, J & G Marose Waukesha, Wisconsin		Base Camp Wabaskang Lake	12 cottages	62
		Outpost Camps	None	
12. Johnson Cedar Lake Camp Owner, C & M Milko Perrault Falls		Base Camp Cedar Lake	10 cabins	35
		Outpost Camps	None	
13. Lost Bay Resort Owner, R. Larsen Perrault Falls		Base Camp Cliff Lake	11 cottages	35
		Outpost Camps	None	
14. Manotoch Lodge Owner, B & B Gethen Perrault Falls		Base Camp Perrault Lake	12 rooms 15 cabins	50
		Outpost Camps	None	
15. Morgan's Wilderness Camp Owner, J & B Morgan Silvis, Illinois		Base Camp Wabaskang Lake	6 cottages	27
		Outpost Camps	None	

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Dryden District Cont'd				
16. North Star Camp Owner, E. Gittings Bloomington, Illinois		Base Camp Clay Lake South shore Hwy-accessible	Motel, 3 units 9 cottages	65
	1970	Outpost Camps - 1 Segise Bay, Wabigoon River	1 cabin	5 (est)
17. Northwestern Air Service Owner, Lou Somrock Duluth, Minnesota		Base Camp Cliff Lake	See Cedar Point Resort	
		Outpost Camps	None	
18. Oak Lake Camp Owner, Ben Ratuski Keewatin		Base Camp Oak Lake	See Kenora District	
		Outpost Camps - 1 Oak Lake East End	1 cabin	8
19. Onaway Lodge Owner, W & J Bousfield Perrault Falls		Base Camp Lac Seul	8 cottages	40
		Outpost Camps	None	
20. Ord Lake Lodge Owner, M. Sorenson Ogonomowac, Wisconsin		Base Camp Ord Lake	4 cabins	16
		Outpost Camps	None	
21. Parkview Camp Owner, E. Gawley Perrault Falls		Base Camp Wabaskang Lake	8 cottages	32
		Outpost Camps	None	
22. Paradise Lodge Owner, C. Carey Vermilion Bay		Base Camp Bowden Lake	8 cottages 20 campsites unserviced	42
		Outpost Camps	None	
23. Perrault Lake Camp Owner, J & F Tycholis Perrault Falls		Base Camp Perrault Lake	5 cottages 10 campsites	32
		Outpost Camps	None	

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Dryden District Cont'd				
24. Pickerel Creek Camp Owner, L & S Stadnyk Perrault Falls		Base Camp Pickerel Creek	4 cabins 6 campsites	16
		Outpost Camps	None	
25. Rainbow Camp Owner, E.Kellberg Perrault Falls		Base Camp Perrault Falls	8 cottages	32
		Outpost Camps	None	
26. Scout Lake Camp Owner, H. Yoachum Perrault Falls		Base Camp Lac Seul	9 cottages	36
		Outpost Camps	None	
27. Silver Water Wheel Lodge Owner, J. Wood Dryden		Base Camp Lac Seul South shore Not licensed by MNR	3 cabins	15
		Outpost Camps	None	
28. Skyline Camp Owner, B & A Russell Perrault Falls		Base Camp Florence Lake	7 cottages	28
		Outpost Camps	None	
29. Tall Pines Camp Owner, C & N Hubert Perrault Falls		Base Camps Wabaskang Lake	7 cottages Trailer park 13 sites	28
		Outpost Camps	None	
30. Thaddeus Lake Lodge Owner, N & M Ames Dryden		Base Camp Thaddeus Lake Southeast shore	7 cottages Campground 10 units - partial	26
	1972	Outpost Camps - 1 Williams Lake	1 cabin	5

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Dryden District Cont'd				
31. Timber Point Camp Owner, Chicago, Illinois		Base Camp Aerobus Lake	7 cottages	30
		Outpost Camps	None	
32. Wilderness Air Owner, R. Robinson Vermilion Bay		Base Camp Float plane base Langton Lake NW of Vermilion Bay, S of 50°, No accommodation		
		Outpost Camps - 4		
	1957	Toole Lake	1 cabin	8
	1970	Bridge Lake	1 cabin	8
	1970	Portal Lake	1 cabin	8
	1970	Sup Lake	1 cabin	8
		Subtotal	4 cabins	32
33. Wine Lake Camp Owner, A. Williams Hudson		Base Camp Wine Lake	7 cottages	34
		Outpost Camps - 1		
	1959	Anishinabi Lake	1 cabin	8
34. Wogenstahls Flying Trailer Park Owner, W. Wogenstahl Vermilion Bay		Base Camp	4 cottages 33 campsites	18
		Outpost Camps	None	
Subtotal Dryden District		Base Camps 30 Campgrounds 7 Outpost Camps 10	238 units 92 sites 10 cabins	975 74
Geraldton District				
1. Ara Lake Camps Owner, R. Fayle Jellicoe & Beardmore		Base Camp Ara Lake	5 log cottages	26
		Outpost Camps - 4		
	1967	Abamasagi Lake	1 cabin	4
	1973	Peninsular Lake	1 cabin	6
	1976	Studd Lake	1 cabin	6
	1977	Miska Lake	1 cabin	6
		Subtotal	4 cabins	22

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Geraldton District Cont'd				
2. Aroland Tourist Outfitters Owner, J. Therrault Nakina		Base Camp	None	
		Outpost Camps - 2		
	1977	Melchett Lake	1 cabin	4
	1978	Nass Lake	1 cabin	6
		Subtotal	2 cabins	10
3. Cedar Shores Resort & Wilderness Camps (a division of Kyro's Albany River Airways) Owner, J. Kyro Jellicoe & Thunder Bay		Base Camp Cedar Shores Motel Rolland Lake, Jellicoe	10 units	55
		Outpost Camps - 12		
	1966	Albany River	1 tent camp	6
	1969	Ogoki Lake (west end)	2 cabins	13
	1972	Berger Lake	1 cabin	4
	1973	Esser Lake	1 cabin	6
	1974	Burness Lake	1 cabin	5
	1975	Glaze Lake	1 tent camp	6
	1975	Makoki Lake	1 cabin	4
	1975	Spurge Lake	1 cabin	4
	1975	Wayner Lake	1 cabin	4
	1976	Ogoki Lake (north end)	1 cabin	7
	1977	Ogoki Lake	1 cabin	8
	-	Goodliff Lake	1 tent camp	4
		Subtotal	10 cabins 3 tent camps	55 14
4. Colimar Lodge Owner, C. Doucette Jellicoe		Base Camp Blackwater Lake, Jellicoe	6 cabins	30
		Outpost Camps - 1		
	1966	Stone Lake	2 cabins	8
5. Central Air Transport Owner, A. Swartman Sioux Lookout		Base Camp Air base in Sioux Lookout		
		Outpost Camps - 1		
	1968	Troutfly Lake	1 cabin	6

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Geraldton District Cont'd				
6. Delawana Cabins Owner,		Base Camp Lower Twin Lake	5 cabins	25 (est)
		Outpost Camps	None	
7. Esnagami Lodge Owner, W & J Golder Nakina		Base Camp Esnagami Lake	6 log cabins	30
		Outpost Camps - 6		
	1970	Merkley Lake	2 cabins	6
	1973	Dusey Lake	1 cabin	6
	1976	Faircloth Lake	1 cabin	4
	1980	Colpitts Creek	1 tent camp	4
		Crayon Lake	1 cabin	2
		Hartley Lake	1 tent camp	4
		Subtotal	5 cabins 2 tent camps	18 8
8. Evergreen Country Outfitters Ltd. Owner, Kathleen McNabb Geraldton		Base Camp	None	
		Outpost Camps - 2		
	1977	Creel Lake	undeveloped	-
	1977	Melchett Lake	1 cabin	6
	1977	Opichuan River	1 cabin	6
		Subtotal	2 cabins	12
9. Huron Air & Outfitters Owner, E. Nicholl Armstrong		Base Camp Air base on Mackenzie Lake		
		Outpost Camps - 2		
	1974	Morden Lake	1 tent camp	4
	1978	Shabuskwia Lake	2 log cabins	10
		Subtotal	2 cabins 1 tent camp	10 4
10. Kyro's Albany River Airways Owner, J. Kyro Jellicoe & Thunder Bay		Base Camps See Cedar Shores Motel, Rolland Lake, Jellicoe		
		Outpost Camps - 10		
	1961	Meta Lake	1 cabin (rebuilt)	6
	1961	Ara Lake	3 cabins	18
	1966	Kapikatongwa Lake	1 cabin	8

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Geraldton District Cont'd				
10. Kyro's Albany River Airways Continued		Outpost Camps - 10		
	1970	Ara Lake	1 cabin	10
	1970	Farrell Lake	1 cabin	4
	1972	Stone Lake	2 cabins	10
	1973	Meta Lake	1 cabin	4
	1974	Hurst Lake	1 cabin	4
	1974	Marshall Lake	1 cabin	6
	1976	Attwood Lake	1 cabin	8
		Subtotal	13 cabins	78
11. Leuenberger Air Service Owner, R. Leuenberger Nakina		Base Camp Cordingley Lake	10 cottages	50
		Outpost Camps - 9		
	1966	Dusey Lake	1 cabin	5
	1966	Muskrat Lake	1 cabin	6
	1969	Rhuda Lake	1 tent camp	6
	1971	Harrogate Lake	1 cabin	6
	1975	Abazotikichuan	1 cabin	6
	1975	Croney Lake	1 tent camp	4
	1975	Elbow (Lingman) Lake	1 cabin	6
	1975	Thornbury Lake	1 tent camp	4
	1978	Muslin Creek	1 cabin	6
		Subtotal	6 cabins 3 tent camps	35 14
12. Man-Air Service Ltd. Owner, Ron Pellinen Manitouwadge		Base Camp Float plane base, Manitou Lake		
		Outpost Camps - 1		
		Androsau Lake	1 tent camp	4
13. Marshall Lake Resort Owner, R. McKay Nakina		Base Camp Marshall Lake	5 cabins	30
		Outpost Camps	None	
14. Meta Lake Lodge Owner, N. Harmon Northwood, Ohio		Base Camp Meta Lake	7 cabins	40
		Outpost Camps	None	

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Geraldton District Cont'd				
15. Miminiska Sportsmans Lodge Owner, W.M. Robertson		Base Camp Miminiska Lake North of Albany River	9 cottages Lodge	45
		Outpost Camps	None	
16. Nakina Outpost Camps Owner, D & M Bourdignon Nakina		Base Camp Cordingley Lake	10 cottages	50
		Outpost Camps - 17		
	1973	Guerin Lake	1 cabin	4
	1973	Hartley Lake	1 cabin	6
	1973	Hurst Lake	1 cabin	6
	1973	Makokibatan Lake	2 cabins	14
	1973	Studd Lake	Undeveloped	-
	1973	Tennant Lake	1 cabin	4
	1975	Abazotikichuan Lake	1 cabin	6
	1977	Ankcorn Lake	1 cabin	3
	1977	Attwood Lake	1 cabin	10
	1977	Auger Lake	1 cabin	4
	1977	Shabushkiwia Lake	Undeveloped	-
	1978	Opichuan Lake	1 cabin	6
	1981	Bellsmith Lake	1 cabin	3
		Box Lake Haswick Lake Silves Lake Struk Lake Thurman Lake Tyler Lake	Moose hunting tent camps, 4-man capacity, not operated every year, may let land use permit expire.	
		Subtotal	12 cabins 6 tent camps	66 24
17. Northern Lakes Outfitters Owner, Eino Peterson Nakina		Base Camp Abamasagi Lake Hwy 584 access	7 cottages	45
		Outpost Camps - 14		
	1970	Abamasagi Lake	2 cabins	10
	1971	Opichuan River	1 tent camp	4
	1972	Dusey Lake	1 cabin	5
	1972	Kayeden Lake	1 cabin	4
	1973	Teabeau Lake	1 cabin	4
	1975	Hebner lake	1 cabin	4

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Geraldton District Cont'd				
17. Northern Lakes Outfitters Continued		Outpost Camps - 14		
	1975	Patience Lake	1 cabin	4
		Amy Falls		
		Bury Lake		
		Jardine Lake	Tent frame	
		Lake south of Amy Falls	moose hunting camps	28
		Lake east of Amy Falls		
		Luella Lake		
		Thornbury Lake		
	1980	Komashikoba Lake		
		Subtotal	7 cabins 8 tent camps	31 32
18. Northland Outfitters Owner, H. Mackie Nakina		Base Camp	None	
		Outpost Camps - 2		
		2 camps	2 cabins	14
19. Northern Waters Fly-In Outfitters Owner, D. Johnston Jellicoe & Thunder Bay		Base Camp	None	
		Outpost Camps - 1		
	1976	Felsea Lake	1 cabin	4
20. O'Sullivan Lake Outfitters Owner, A. Lingman Nakina		Base Camp O'Sullivan Lake, Anaconda Mine Rd	5 cottages	20
		Outpost Camps - 3		
	1964	Abamasagi Lake	1 cabin	4
	1970	Stinger Lake	1 cabin	6
	1981	Two Mile Lake	1 cabin	5
		Subtotal	3 cabins	15
21. O'Sullivan Lake Resort Owner, A. Booth Nakina & Thunder Bay		Base Camp O'Sullivan Lake Hwy 643 NW of Nakina	6 cottages	24
		Outpost Camps - 2		
	1966	Abamasagi Lake	1 cabin	6
	1968	O'Sullivan Lake	1 cabin	4
		Subtotal	2 cabins	10

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Geraldton District Cont'd				
22. Shores Motel Owner,		Base Camp Cordingley Lake	12 units 3 cottages	75 (est)
		Outpost Camps	None	
23. Sportsmen's Outfitting Owner, Warren Smith Armstrong		Base Camp Caribou Lake	5 cottages	30
In 1981 these outpost camps were posted for seizure under receivership.		Outpost Camps - 3		
	1973	Attwood Lake	1 cabin	9
	1976	Weese Lake	1 cabin	10
	1978	Musgrave Lake	1 cabin	4
		Ficht Lake	Undeveloped	
		Subtotal	3 cabins	23
24. Twin Lake Outfitters & Wilderness Camps Owner, W. Popock Nakina		Base Camp Drive-in on Twin Lake, Nakina	5 cabins Trailer park 20 unserviced units	25
		Outpost Camps	None	
25. Tyler Lake Camps Owner, Keith Chapple		Base Camp Tyler Lake	1 cabin Storage building	10
		Outpost Camps	None	
26. Wings North Fly-In Outfitters Owner, A. Booth Nakina & Thunder Bay		Base Camp	(See O'Sullivan Lake Resort)	
		Outpost Camps - 12		
	1976	Ogoki River	1 cabin	6
	1977	Balson Lake	1 cabin	4
	1977	Ogoki River	1 cabin	4
	1978	Harvey Lake	2 cabins	8
	1980	Runham Lake	1 cabin	6
	1980	Collver Lake Ogoki River	Moose hunting camps,	
	1981	Amy Falls Brandon Lake Ogoki Lake Runham Lake Wagner Lake	4-man capacity, may not operate every year, may have let land use permit expire.	28
		Subtotal	6 cabins 7 tent camps	28 28

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Geraldton District Cont'd				
27. Wilderness Outfitters Owner, R. Leuenberger Nakina		Base Camp	(See Leuenberger Air Service)	
		Outpost Camps - 9		
	1965	Whitefish Lake	1 cabin	6
	1966	Jemar Lake	1 cabin	4
	1966	Jungfrau Lake	1 cabin	6
	1967	Percy Lake	1 cabin	4
	1967	Samuelson Lake	1 cabin	4
	1969	Kapikatongwa Lake	1 cabin	8
	1969	Kellow Lake	1 cabin	6
	1970	Whittle Lake	1 cabin	4
	1971	Kayedon Lake	2 cabins	12
		Subtotal	10 cabins	54
28. Wildgoose Lake Tourist Outfitters Owner, G. Klinge & Sons Ltd. Geraldton		Base Camp	None	
		Outpost Camps - 1		
	1972	Springwater Lake	1 cabin	4
29. Winkelmanns Camp Ltd. (Albany River Outpost Camps Owner, L. Winkelmann Nakina & Sault Ste. Marie		Base Camp Makokibatan Lake South bank of Albany River	6 log cabins	36
		Outpost Camps - 1		
	1972	Washi Lake	1 cabin	8
30. Wintering Lake Resort Owner, R. Westover Geraldton		Base Camp Carsby Lake South of 50°	(4 cottages)	(25)
		Outpost Camps - 1		
		Quantz Lake	Converting a tent camp	6 (est)
Subtotal Geraldton District		Base Camps 18 Outpost Camps 116 Cabin Camps 84 Tent Camps 32	123 units 95 cabins	646 511 134
Hearst District		No Developments North of 50°		

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Ignace District				
1. Anglers Cove Owner, Leon Orrender USA		Base Camp	Campground, 10 sites Hobby operation	
		Outpost Camps	None	
2. Camp Asgard Owner,		Base Camp Sturgeon Lake	6 cottages Campground, 10 sites	30
		Outpost Camps	None	
3. Camp MisheNahma Owner, L & M Kuhn Savant Lake		Base Camp Sturgeon Lake	4 cabins	24
		Outpost Camps	None	
4. Cobb Bay Camp Owner, F. Ferguson & S. Cody Savant Lake		Base Camp Sturgeon Lake	5 cabins	28
		Outpost Camps - 1 Vista Lake	1 cabin	5
5. Four Winds Motor Hotel Owner, D. Mousseau Savant Lake		Base Camp Savant Lake	20 units	40
		Outpost Camps	None	
6. Marie's Bay Camp Owner, C. Metz Thunder Bay		Base Camp Sturgeon Lake	5 cottages	30
		Outpost Camps	None	
7. Seseganaga Wilderness Lodge Owner, Sheppard USA		Base Camp Seseganaga Lake	4 cabins	22
		Outpost Camps	None	
8. Ten Mile Lake Camp Owner, Wisconsin, USA		Base Camp Ten Mile Lake	3 cottages	22
		Outpost Camps - 1 Seseganaga Lake	1 cabin	6

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Ignace District Cont'd				
9. White Sands Camp Owner, H & S Johnstone Savant Lake		Base Camp Sturgeon Lake Open 12 months Ice fishing, cross country skiing	7 cabins Lodge	43
		Outpost Camps	None	
Subtotal Ignace District		Base Camps 9 Campgrounds 2 Outpost Camps 2 Cabin Camps 2	54 units 20 sites 2 cabins	239 11
Kapuskasing District				
1. Frontier Air Service Owner, Rheal Gosselin Hearst		Base Camp Calstock Air Base Calstock		
		Outpost Camps - 1 McLeister Lake	1 cabin	6
2. Hearst Air Services Ltd. Owner, Rheal Gosselin Hearst		Base Camp Calstock Air Base Calstock		
		Outpost Camps - 1 Mattison Lake	2 tents	4
Subtotal Kapuskasing District		Base Camps- None Outpost Camps 2 Cabin Camps 1 Tent Camps 1	 1 cabin 2 tents	 6 4
Kenora District				
1. Bay View Lodge Owner, Lomans Kenora		Base Camp Winnipeg River	7 cottages	45
		Outpost Camps - 4 Claire Lake Rodger Lake Trapline Lake Salveston Lake	4 cabins	40

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Kenora District Cont'd				
2. Beaver House Lodge Owner, R. McNally Winnipeg, Manitoba		Base Camp	2 cottages 12 campsites	10
		Outpost Camps	None	
3. Big North Lodge Owner, A. Rheault Minaki		Base Camp Gun Lake	4 cottages Lodge	26
		Outpost Camps	None	
4. Black Bear Portage Owner, H. Seefield Minaki		Base Camp Roughrock Lake	4 cottages	16
		Outpost Camps	None	
5. Black Island Resort Owner, R. Martin & Sons Minaki		Base Camp Minaki	13 cabins	22
		Outpost Camps	None	
6. Caribou Falls Lodge Owner, D. Ackerman Minaki		Base Camp Winnipeg River	9 cottages Lodge	30
		Outpost Camps - 3 Dowswell Lake East Trapline Lake Unnamed Lake	3 cabins	15 (est)
7. Cygnett Lake Timber Park Owner, W. Demkier USA		Base Camp Cygnett Lake	30 serviced, 10 unserviced sites	
		Outpost Camps	None	
8. Delaney Lake Lodge Owner, B. Wildwand Kenora		Base Camp Delaney Lake	8 cottages Lodge	28
		Outpost Camps	None	
9. Fletcher Lake Lodge Owner, D. Simpson Kenora		Base Camp Fletcher Lake	5 cabins	32
		Outpost Camps	None	

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Kenora District Cont'd				
10. Grassy Lodge Owner, D. McLeod et al Keewatin		Base Camp Grassy Narrows area	3 cottages Lodge, 6 rooms	12 13 25
		Outpost Camps	None	
11. Holst Point Owner, Minaki Development Co. Ltd., Province of Ontario (Part of Minaki redevelopment)		Base Camp Minaki	Lodge, 10 rooms 9 cottages	21 61 82
		Outpost Camps	None	
12. Kastners Camp Owner, M. L. Kastner Minaki		Base Camp	5 cabins	31
		Outpost Camps	None	
13. KCR Main Camp Owner, L. Castle Hartman, Wisconsin		Base Camp Winnipeg River	11 cottages Lodge	50
		Outpost Camps - 1 Snowshoe Lake	1 cabin	5
14. KCR Landing Owner, R. Castle Hartman, Wisconsin		Base Camp Also a base for access to main camp on island	4 cabins Campground	30
		Outpost Camps	None	
15. Little Beaver Lodge Owner, B. Leman Ear Falls		Base Camp Grassy Narrows Lake	7 cottages	35
		Outpost Camps - 9 Bertha Lake Borden Lake Ellis Lake Madder's Lake Maynard Lake O'Keese Lake Ruddy Lake Scenic Lake Willis Lake	9 cabins	54

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Kenora District Cont'd				
16. Maynard Lake Lodge Owner, W. McCord Topeka, Kansas		Base Camp Maynard Lake	8 cottages Lodge	40
		Outpost Camps	None	
17. Rough Rock Lodge Owner, J. Hazelett Blue Grass, Iowa		Base Camp Roughrock Lake	6 cottages	26
		Outpost Camps	None	
18. Rosies Tavern and Restaurant Owner, R. Idsellies Minaki		Base Camp Minaki campground	3 cottages 14 serviced, 10 unserviced sites	26
		Outpost Camps	None	
19. Sand Lake Camp Owner, H. Schwertfeger Kenora		Base Camp Sand Lake	9 cottages	27
		Outpost Camps	None	
20. Separation Lake Camp Owner, N. Walsten & L. Compton Kenora		Base Camp Separation Lake	17 cottages Lodge	54
		Outpost Camps	None	
21. Tetu Lodge Owner, W. Kozak Kenora		Base Camp Tetu Lake - Winnipeg River System	7 cottages Lodge	35
		Outpost Camps - 6		
		Alexander Lake	1 cabin	4
		Halley Bay	1 cabin	6
		Margott Lake	1 cabin	4
		Moosehorn Lake	1 cabin	4
		Scenic Lake	1 cabin	6
		Sylvan Lake	1 cabin	6
		Subtotal	6 cabins	30
Subtotal Kenora District		Base Camps 20	157	670
		Campgrounds 3	76	
		Outpost Camps Cabin Camps 23	23	144

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Moosonee District				
1. Hannah Bay Goose Camp		INCLUDED IN LIST OF INDIAN FACILITIES		
2. Moosonee Lodge Owner, W. Fuller Mississauga		Base Camp Hotel in Moosonee operated in summer season.	18 rooms	40
Subtotal Moosonee District		Base Camps 1	18 rooms	40
Nipigon District				
1. Alantonio Outfitters Owner, A. Small Sioux Lookout		Base Camp	See Sioux Lookout District	
		Outpost Camps - 1		
	1970	Baldhead Lake Near Jacobs on CNR line	1 cabin	6
2. Angi Lawrence's Camp Owner,		Base Camp Little Caribou Lake 5 km NW of Armstrong	No data, not licensed by MTR	
		Outpost Camps	None	
3. Bearpaw Lodge Owner,		Base Camp Caribou Lake	No data, not licensed by MTR	
		Outpost Camps	None	
4. Camp Caribou Company Owner, W. Ferring, Jr. Armstrong, & A. Nuttal, Hurkett		Base Camp Caribou Lake	2 cottages	10
		Outpost Camps - 5		
	1972	Pickett Lake	1 tent camp	4
	1973	Whitewater Lake	2 cabins	10
	1975	Ogoki River	1 cabin	6
	1975	Whitewater Lake	3 cabins	8
	1977	Whiteclay Lake	2 cabins	8
		Subtotal	8 cabins 1 tent camp	32 4

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Nipigon District Cont'd				
5. Canoes North Outfitter Owner, R. Ahlin Armstrong		Base Camp	None	
		Outpost Camps - 1		
	1980	Linklater Lake Near Armstrong A canoe package operated from here	1 tent camp	4
6. Cedar Shores Resort and Wilderness Camps Limited Owner, D. Kyro Jellicoe		Base Camp Jellicoe	See Geraldton District	
		Outpost Camps - 2		
	1966	Oboshkegon Lake	1 cabin	6
	1969	Onaman Lake	1 cabin	8
		Subtotal	2 cabins	14
7. Colimar Lodge Owner, C. Doucette Jellicoe		Base Camp Jellicoe	See Geraldton District	
		Outpost Camps - 4		
	1966	Mahamo Lake	1 cabin	8
	1969	D'Osonnens Lake	2 cabins	6
	1972	Gzowski Lake	1 cabin	8
	1975	Cerulean Lake	1 cabin	6
		Subtotal	5 cabins	28
8. Esnagami Lodge Owner, B & J Golder Nakina		Base Camp Esnagami Lake	See Geraldton District	
		Outpost Camps - 1		
	1975	Kagianagami Lake	2 cabins	10
9. Evergreen Country Outfitters Owner, K. McNabb Geraldton		Base Camp	None	
		Outpost Camps - 1		
	1977	New camp	1 cabin	6
10. Ferexco Enterprises Ltd. Owner, W. Ferring Jr, Armstrong		Base Camp Caribou Lake Lodge	5 cottages	25

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Nipigon District Cont'd				
10. Ferexco Enterprises Ltd. Continued		Outpost Camps - 3		
	1979	Mojikit Lake	1 cabin	8
	1979	Ogoki Reservoir	1 cabin	8
	1979	Wabakim Lake	1 cabin	4
		Subtotal	3 cabins	20
11. Ferring Enterprises Ltd. Owner, W. Ferring, Sr. Armstrong		Base Camp Mattice Lake south of Armstrong	6 cottages	30
		Outpost Camps - 5		
	1971	Oliver Lake	1 tent camp	5
	1972	Ogoki Reservoir	2 cabins	10
	1975	Granite Lake	1 cabin	6
	1975	Kenoji Lake	1 tent camp	10
	1975	Mojikit Channel	2 cabins	10
		Subtotal	5 cabins 2 tent camps	26 15
12. Huron Air Outfitters Owner, E. Nicol Armstrong		Base Camp Air Base at McKenzie Lake South of Armstrong		
		Outpost Camps - 6		
	1970	Moonshine Lake	1 cabin	4
	1971	Kenakskanis Lake	1 cabin	4
	1972	Whiteclay Lake	1 cabin	8
	1974	Allard Lake	1 tent camp	4
	1976	Smoothrock Lake	1 cabin	10
	1977	Ogoki Reservoir	1 tent camp	4
		Subtotal	4 cabins 2 tent camps	26 8
13. Ignace Airways Ltd. Owner, R. Dowhy		Base Camp Air base, Ignace		
		Outpost Camps - 4		
	1976	Burntrock Lake	1 cabin	4
	1976	Lenoury Lake	1 cabin	4
	1976	Redman lake	1 cabin	4
	1976	Scragg Lake	1 cabin	4
		Subtotal	4 cabins	16

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Nipigon District Cont'd				
14. Kyros Albany River Ltd. Owner, J. Kyro Jellicoe		Base Camp Air base at Jellicoe		
		Outpost Camps - 1		
	1975	Little Stone Lake	1 cabin	4
15. Leuenberger Air Services Owner, R. Leuenberger Nakina		Base Camp Cordingley Lake south of Armstrong	See Geraldton District	
		Outpost Camps - 1		
	1976	Kagianagami Lake	2 cabins	10
16. Nakina Outpost Camps Owner, D & M Bourdignon Nakina		Base Camp Cordingley Lake	See Geraldton District	
		Outpost Camps - 1		
	1976	Van Poole Lake	1 cabin	6
17. North Star Lodge Owner, J. Tenant Sioux Lookout		Base Camp	None	
		Outpost Camps - 1		
	1972	Tempest Lake	1 cabin	6
18. Northern Lake Outfitters Owner, E. Petersen Nakina		Base Camp Amamasagi Lake	See Geraldton District	
		Outpost Camps - 3		
	1973	Kagianagami Lake	1 cabin	6
	1976	Ogoki Reserve	1 cabin	4
	1981	Ogoki Reservoir	1 cabin	6
		Subtotal	3 cabins	16
19. Northern Waters Fly-In Outfitters Owner, D.K. Johnson Thunder Bay		Base Camp	None	
		Outpost Camps - 1		
	1977	North Lamarrine Lake	1 cabin	4
20. Northern Wilderness Outfitters Owner, T. Davis Fort Frances		Base Camp	None	
		Outpost Camps - 1		
	1973	Wubakin Lake	1 cabin	9

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Nipigon District Cont'd				
21. Obongo Cottages Owner, V. Lawrence Armstrong		Base Camp Obongo Lake (burned in 1980)	8 cottages	48
		Outpost Camps - 1		
	1970	Survey Lake	1 cabin	4
22. Rinas Camp Owner, E. Rinas Fort Frances		Base Camp	None	
		Outpost Camps - 1		
	1961	Alderidge Lake	1 cabin	6
23. Rusty Myers Flying Service Owner, E.R. Myers Fort Frances and Savant Lake		Base Camp Air Base at Fort Frances		
		Outpost Camps - 4		
	1968	Granite Lake	1 cabin	8
	1970	Wabahimi Lake	1 cabin	8
	1972	Brennan Lake	1 cabin	5
	1972	Grayson Lake	1 cabin	8
		Subtotal	4 cabins	29
24. Sportsmans Outfitting Air Charter Owner, R & N Small Nakina		Base Camp Smooth Rock Lake Lodge Operates out of Armstrong-Mackenzie Lake plane base	7 cottages	40
		Outpost Camps - 10		
	1970	Elf Lake	1 tent camp	6
	1970	Zigzag Lake	2 cabins	7
	1971	Grayson Lake	1 tent camp	6
	1971	Ratte Lake	1 cabin	4
	1972	Butland Lake	1 tent camp	4
	1972	Funger Lake	1 tent camp	4
	1972	Whiteclay Lake	1 cabin	8
	1973	Omdahl Lake	1 tent camp	4
	1973	Sandison Lake	1 cabin	4
	1975	Smoothrock Lake	1 cabin	8
		Subtotal	6 cabins 5 tent camps	31 24
25. Waweig Lake Outfitters Owner, D. Plumeridge Armstrong & Thunder Bay		Base Camp Waweig Lake on highway south of Armstrong	3 cabins	15

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Nipigon District Cont'd				
25. Waweig Lake Outfitters		Outpost Camps - 9		
Owner, D. Plumeridge	1973	Dawn Lake	1 cabin	8
Continued	1973	Whitewater Lake	1 cabin	6
	1975	Dalton Lake	1 cabin	6
	1978	Aino Lake	1 cabin	4
	1978	Maggotte Lake	1 tent camp	4
	1979	McKinley Lake	1 cabin	2
	1979	Montcreif Lake	1 cabin	2
	1980	Arrill Lake	1 cabin	2
	1980	Mojikit Lake	1 cabin	6
		Subtotal	8 cabins	36
			1 tent camp	4
26. Whitewater Lodge		Base Camp		
Owner, J. Belenduke		Whitewater Lake	4 cottages	22
Oshawa		Outpost Camps	None	
27. Wildwater Expeditions		Base Camp		
Owner, Bruce Hyers		Shawanabis Lake		
Thunder Bay		Outpost Camps	None	
28. Windfall Lake Camp		Base Camp	None	
Owner, A.J. Latto				
Emo		Outpost Camps - 1	1 cabin(est)	6 (est)
	1981	Windfall Lake	Under construction in 1981	
Subtotal Nipigon District		Base Camps 7	35 units	190
		Outpost Camps 68		
		Cabin Camps 56	66 cabins	351
		Tent Camps 12		59
Red Lake District				
1. Bellock's Stone Lake Camp		Base Camp		
Owner, H & G Bellock		Stone Lake	6 cottages	24
Lunbard, Illinois		Outpost Camps	None	
2. Big Hook Wilderness Camp Ltd.		Base Camp		
Owner, c/o T. Brotherston		North of Sandy Lake	2 cabins	22
New Berlin, Wisconsin		Outpost Camps - 6		
		2 camps, 8-cap.		16
		4 camps, 10-cap.	6 cabins	40
				56

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Red Lake District Cont'd				
3. Birch Lake Lodge Holdings Ltd. Owner, c/o W.C. Rogers Winnipeg		Base Camp Birch Lake	5 cottages 1 lodge	24 32 56
		Outpost Camps	None	
4. Birch Point Camp (Nungesser) Ltd. Owner, c/o G.E. Green Red Lake		Base Camp Nungesser Lake	11 cabins	55
		Outpost Camps	None	
5. Black Bear Portage Camps Owner, c/o Hans Seefield Minaki		Base Camp Rough Rock Lake	See Kenora District	
		Outpost Camps - 1 Not operated for 3 years	1 cabin	6
6. Booi's Wilderness Lodge Owner, R. Booi Red Lake		Base Camp Trout Lake	9 cabins	48
		Outpost Camps - 1 Joyce Lake	1 cabin	4
7. Boulder Lodge Owner, M. McFayden Fort Frances		Base Camp Pipestone Lake, Nestor Falls area	(6 cabins)	(30)
		Outpost Camps - 4	4 cabins	28
8. Bow Narrows Camp Owner, c/o D.Boughman Mentor, Ohio		Base Camp Pipestone Bay, Red Lake	7 cabins	28
		Outpost Camps	None	
9. Bucklers Golden Fawn Owner, B & J Buckler Ear Falls		Base Camp Lac Seul	7 cabins	28
		Outpost Camps	None	
10. Bull Moose Camps Owner, c/o Mr. Metzner Red Lake (Part American owned, has a lodge on Crow Lake, Nestor Falls)		Base Camp Crow Lake, Nestor Falls	(9 cottages)	(45)
		Outpost Camps - 1 Upper Goose Lake	1 cabin	8

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Red Lake District Cont'd				
11. Camps of Neverown Owner, F.S. Szeder Emo		Base Camp Emo		
		Outpost Camps - 1	1 cabin	4
12. Camp Wenasaga Owner, H. Bates Ear Falls		Base Camp Wenasaga Lake	10 campsites 6 cottages	30
		Outpost Camps	None	
13. Canada North Lodge Owner,c/o Mike Hoffman Effingham, Illinois		Base Camp Little Bear Lake	7 cabins	35
		Outpost Camps - 3	4 cabins	20
14. Canadian Fly In Fishing Co. Ltd. Owner, J. Thomas DePlanes, Illinois & Dallas, Texas		Base Camp Office and air base at Red Lake		
		Outpost Camps - 9		
		Job Lake	1 cabin	5
		Murdock Lake	1 tent camp	5
		Murdock Lake	1 tent camp	5
		Robert Lake	1 cabin	5
		Thicketwood Lake	1 cabin	5
		Wagon Lake	1 cabin	5
		Three of above lakes have 2-cabin camps	1 cabin 1 cabin 1 cabin	5 5 5
		Subtotal	7 cabins 2 tent camps	35 10
15. Carroll Lake Hunting and Fishing Owner, L. Everett North Maples, Minnesota		Base Camp Carrol Lake	4 cottages	18
		Outpost Camps - 1	1 cabin	8
16. Cat Island Lodge Company Ltd Owner, c/o R.Johnson Smithville, Ohio		Base Camp Trout Lake	10 cabins Lodge	40
		Outpost Camps	None	

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Red Lake District Cont'd				
17. Chimo Lodge Owner, c/o Peter Hogedorn Red Lake		Base Camp Rodorlich Lake	Lodge 4 cabins	20
		Outpost Camps - 4	4 cabins	22
18. Collette's Camps and Stores Owner, A & L Collette Ear Falls		Base Camps Collette's Lac Seul Camp Goldpines area Collette's Bluffy Lake Camp	6 cabins 5 cottages	45
		Outpost Camps	None	
19. Cook's Camp Owner, E. Cook Rowan, Iowa	1956	Base Camp Two Island Lake Campground	6 cottages 10 serviced sites	48
		Outpost Camps	None	
20. Echo Lake Lodge Owner, Tom Faess Red Lake		Base Camp Echo Lake	6 cottages	20
		Outpost Camps - 2	2 cabins	12
21. EmKay Camp Owner, c/o B. Taylor American Owned	1956	Base Camp Camping Lake	5 cottages	26
		Outpost Camps	None	
22. Evergreen Lodge Owner, Hylas Larocque & B. Taylor USA	1956	Base Camp Lac Seul, Goldpines area	6 cottages	26
		Outpost Camps - 1	1 cabin	8
23. Sydney Lake Lodge Owner, J.A. Fahlgren Cochenour		Base Camp Sydney Lake	4 cottages	16
		Outpost Camps	None	

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Red Lake District Cont'd				
24. Fishermans Cove Owner, D & B Denzler Proctor, Minnesota		Base Camp Lac Seul	9 cottages 6 serviced campsites	36
		Outpost Camps	None	
25. Gammon Lake Camp Owner,c/o R.Landergott Cedar Rapids, Iowa		Base Camp Operates more as private camp	3 cabins	15
		Outpost Camps	None	
26. Golden Eagle Resort Owner, L. Anderson & R. Ory Ear Falls		Base Camp Swain Lake	4 cottages	16
		Outpost Camps	None	
27. Golden Fawn Lodge Owner, R. Buchler Ear Falls		Base Camp Lac Seul, Goldpines area	8 cottages	32
		Outpost Camps	None	
28. Goose Bay Camps Owner, C. Langford Ear Falls		Base Camp Ear Falls area	9 cottages	35
		Outpost Camps - 1 Nungesser Lake	1 cabin	6
29. Green's Fly-In Camps and Airway Owner, J. Green Red Lake		Base Camp Air base at Red Lake		
		Outpost Camps - 4	4 cabins	32
30. Hanaway's Motel and Lac Seul Airways Owner, T. Hanaway Manitoba		Base Camp Ear Falls To house fly-in camp guests only	Motel 6 units	12
		Outpost Camps - 12	12 cabins	72

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Red Lake District Cont'd				
31. Hanson's Wilderness Lodge Owner, C. Hanson Nestor Falls		Base Camp Crow Lake, Nestor Falls	(5 cabins)	(30)
		Outpost Camps - 1	1 cabin	7
32. Hinterland Lodge Owner, Jack Duncanson St. Boniface, Manitoba		Base Camp Deer Lake air base Longlegged Lake Resort	3 cabins Lodge	12
		Outpost Camps - 1	1 cabin	2
33. Holiday on Latreille Owner, W. Miller Stone Mountain, Georgia		Base Camp	2 cottages 8 rooms	28
		Outpost Camps	None	
34. Holiday North Lodge Owner, D. Stauffer Sheedahl, Iowa		Base Camp Trout River, Ear Falls area	9 cottages Campground, 13 serviced sites	28
		Outpost Camps	None	
35. Howey Bay Camps Ltd Owner, B.N. Cheney Red Lake		Base Camp Howey Bay, Red Lake	9 cottages 6 campsites	30
		Outpost Camps - 6	6 cabins	38
36. J&J Tourism Camp Owner, J. Szabo Red Lake		Burned out in 1980		
37. Kabeelo Lodge Owner, K. Lohn Prior Lake, Minnesota		Base Camp Confederation Lake	Lodge 14 cabins	30
		Outpost Camps - 5	5 cabins	35

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Red Lake District Cont'd				
38. Keyamowan Lodge Outpost Cabins Owner, C.L. Weyerhaeuser Chesterfield, Missouri		Base Camp Deer Lake	6 cottages	24
		Outpost Camps - 3	4 cabins	24
39. Lac Seul Airways (Lac Seul Lodge) Owner, T. Hanaway Ear Falls & Winnipeg, Manitoba		Base Camp Float base and Lac Seul Lodge	7 cabins	30
		Outpost Camps - 4	4 cabins	23
40. Lang's Gullrock Bay Camp Owner, Lang Macon, Missouri		Base Camp Gullrock Lake	13 cottages	50
		Outpost Camps	None	
41. Little Beaver Lodge Ltd. Owner, B. Leman Ear Falls		Base Camp Lac Seul	7 cabins	35
		Outpost Camps - 4	4 cabins	27
42. Little Canada Lodge Owner, G. Salmen Ear Falls		Base Camp English River	6 cottages	28
		Outpost Camps	None	
43. Long Legged Lake Resort Owner, W. Stalku Garcon, Manitoba		Base Camp Long Legged Lake	6 cottages Lodge	24
		Outpost Camps - 2	2 cabins	10
44. Loon Haunt Lodge Owner, W. Coppen Red Lake		Base Camp Goose Lake	4 cabins	20
		Outpost Camps - 3	3 cabins	12
45. Mamakwash Camp Owner, Green Airways Red Lake		Base Camp Mamakwash Lake	Lodge 5 cabins	25
		Outpost Camps	None	

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Red Lake District Cont'd				
46. Manitou Falls Camp Owner, A. Schroeml Floral City, Florida		Base Camp English River & Hwy 804	5 cottages 15 serviced campsites	24
		Outpost Camps - 2 Goose Lake Unexpected Lake	 1 cabin 1 cabin	 5 5
		Subtotal	2 cabins	10
47. McLeod's Camp Owner, G. McLeod Nestor Falls		Base Camp Lake of the Woods, Nestor Falls	(7 cabins)	(35)
		Outpost Camps - 1	2 cabins	10
48. Northlander Camps Owner, T. Cousineau McKenzie Island		Base Camp McCusker Lake	4 cabins	20
		Outpost Camps - 1	1 cabin	4
49. Northland Motor Hotel Owner, F. DeGagne Ear Falls		Base Camp Ear Falls	18 units	36
		Outpost Camps	None	
50. North Spirit Lake Lodge Owner, R. Nelson et al. Wausaukee, Wisconsin		Base Camp N. Spirit Lake North shore	10 cottages Lodge	32
		Outpost Camps	None	
51. Nungesser Lodge Owner, R. Gannon American Owned		Base Camp Nungesser Lake	7 cottages	30
		Outpost Camps	None	
52. Ontario Fly-In Cabin-Posts Ltd Owner, D. Penner, Bissett Airways Ltd. Bissett, Manitoba (Legal office Red Lake given as main office)		Base Camp Air base at Bissett, Manitoba		
		Outpost Camps - 8	8 cabins	40

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Red Lake District Cont'd				
53. Portage Bay Camp Owner, K. Drake Lincoln, Nebraska		Base Camp English River & Hwy 804	6 cabins	38
		Outpost Camps	None	
54. Poplar Point Resort Owner, E. Brooks Red Lake		Base Camp Gullrock Lake	8 cabins	33
		Outpost Camps	None	
55. Rich's Pakwash Camp Owner, R. Wagner Red Lake		Base Camp Pakwash Lake	12 cottages	48
		Outpost Camps	None	
56. Ross's Camps Owner, W. Mosbeck Emo, Ontario		Base Camp Clearwater Lake, Emo area	(10 cabins)	(50)
		Outpost Camps - 1	1 cabin	4
57. Sabourin Lake Lodge Owner, R. Williams Winnipeg, Manitoba		Base Camp Sabourin Lake	8 cottages Lodge	40
		Outpost Camps	None	
58. Sandy Beach Lodge Ltd. Owner, R. Mitchell Belvedere, Illinois		Base Camp Trout Lake	8 cabins	40
		Outpost Camps	None	
59. Showlter's Camp on Rowan Lake Ltd Owner, E. Showlter Nestor Falls		Base Camp Rowan Lake, Nestor Falls area		
		Outpost Camps - 3	4 cabins	30
60. Silander's Pakwash Camp Owner, L. Silander Red Lake		Base Camp Pakwash Lake	9 cottages	38
		Outpost Camps	None	

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Red Lake District Cont'd				
61. Silver Bark Camp Owner, C. Emmel Bensonville, Illinois	1963	Base Camp Spoonbill Lake Started as outpost in 1963	6 cottages	24
		Outpost Camps	None	
62. Snake Falls Camp Owner, L. Rowe Chicago, Illinois		Base Camp Pakwash Lake	9 cottages	32
		Outpost Camps	None	
63. Snake Falls Trader Camp Owner, W. Jones Red Lake		Base Camp Snake Falls	Trailer park 8 serviced sites	
		Outpost Camps	None	
64. South Bay Lodge Owner, W.C. King Kenora		Base Camp Confederation Lake	8 cabins	36
		Outpost Camps	None	
65. South Bay on Gullrock Owner, M. Hopperstad Red Lake		Base Camp Gullrock Lake	Trailer park 47 serviced sites	
		Outpost Camps	None	
66. South Trout Camp Owner, A. Greary Red Lake		Base Camp Trout Lake	4 cottages	24
		Outpost Camps	None	
67. Sportsman's Lodge Owner, A. Greary Red Lake		Base Camp Eagle Lake	6 cottages	35
		Outpost Camps - 3	3 cabins	20
68. Swain Post Camp Owner, D.J. Anderson Fairbanks, Iowa		Base Camp Swain Lake	4 cabins	27
		Outpost Camps	None	

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Red Lake District Cont'd				
69. Timberlane Lodge Owner, J. Kierr & C. Hootman Ear Falls		Base Camp Lac Seul, Goldpines area	9 cabins 6 campsites	36
		Outpost Camps	None	
70. Trillium Motel Owner, D. Armstrong Ear Falls		Base Camp Ear Falls	39 units	60
		Outpost Camps	None	
71. Trout Lake Lodge Owner, A. Pisarski Richton Park, Illinois		Base Camp Trout Lake, Former commercial fishing camp	6 cottages	24
		Outpost Camps	None	
72. Trout River Lodge Owner, R. Heithoff Red Lake	1947	Base Camp Hwy 105 & Trout River	13 cottages Lodge	50
		Outpost Camps	None	
73. Van's & Arnie's Red Lake Lodge Owner, Pallisade, Colorado		Base Camp Red Lake & Hwy 105	8 cabins 6 campsites	30
		Outpost Camps	None	
74. Viking Island Camps Owner, A. Carlson Red Lake		Base Camp Douglas Lake	Lodge 5 cabins	21
		Outpost Camps	None	
75. Viking Outpost Camps Owner, H. Carlson Red Lake		Base Camp	See Viking Island Camps	
		Outpost Camps - 11	11 cabins	55
76. Waldhof Bay Lodge Owner, L. Colvin Waldhof		Base Camp Eagle Lake, Waldhof Bay	(7 cabins)	(35)
		Outpost Camps - 1	1 cabin	8

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Red Lake District Cont'd				
77. Weaver's Wilderness Camp Owner, M. Weaver & G.A. Figura Spooner, Wisconsin		Base Camp Gullrock Lake	11 cottages	44
		Outpost Camps	None	
78. Weir's Goldpines Camp Owner, M & C Weir Vinton, Iowa		Base Camp Lac Seul	8 cabins	65
		Outpost Camps	None	
79. Whistling Pines Owner, S. Landon Toronto		Base Camp Ear Falls	7 cottages Not operating regularly	30
		Outpost Camps	None	
80. White Wing Lodge Owner, A. Dextraze & D. McDonald Ear Falls		Base Camp	5 cottages	25
		Outpost Camps - 1 Christine Lake	1 cabin	6
81. Wilderness Air Owner, R. Robinson Vermilion Bay		Base Camp Air Base		
		Outpost Camps - 2	2 cabins	10 (est)
82. Wilderness Tents & R.V. Stormer Lake Camp Owner, J. Dugash Red Lake		Base Camp Stormer Lake	Trailer park 24 unserviced sites	
		Outpost Camps	None	
83. Woman Lake Lodge Owner, Dan Beard Jonesboro, Arizona		Base Camp Woman Lake	Not licensed	
		Outpost Camps	None	
84. Woman River Camp Owner, L. Schultz Ear Falls		Base Camp Woman River	Lodge 5 cabins	28
		Outpost Camps	None	

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Red Lake District Cont'd				
85. Uchi Lake Lodge Owner, S. Harrison & J. Helgasm		Base Camp	Lodge 4 cabins	23
		Outpost Camps	None	
Subtotal Red Lake District		Base Camps 70 Campgrounds 11 Outpost Camps 114 Cabin Camps 112 Tent Camps 2	504 units 151 sites 116 cabins	2040 - 696 10
Sioux Lookout District				
1. Abram Lake Camp Owner, G.A. Baverstock & C.M. Fenelon Sioux Lookout	1977	Base Camp Abram Lake	3 cottages Campground 65 serviced sites	20 (est)
		Outpost Camps	None	
2. Alantoni Outfitters Owner, A. Pizziol & T. Small Sioux Lookout		Base Camp Lincoln Park	Trailer camp	
		Outpost Camps - 2		
	1972	Zarn Lake	1 cabin	6
	1979	Dominion Lake	1 cabin	4
		Subtotal	2 cabins	10
3. Albany River Outfitters Owner, R. Shetterly New Osnaburgh		Base Camp Operates store at Osnaburgh	None	
		Outpost Camps - 2		
	1978	Otoskwin Lake	1 cabin	4
	1980	Nanos Lake	1 cabin	4
		Subtotal	2 cabins	8
4. Allanwater Bridge Lodge Owner, B & J Jelinski South Bend, Indiana		Base Camp Kawaweogama Lake	4 cottages	24
		Outpost Camps - 1 Sessagamaga Lake	1 cabin	6

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Sioux Lookout District Cont'd				
5. Andersons Camp Owner, F. Fahlman Sioux Lookout	1956	Base Camp Abram Lake	10 cottages	50
	1963	Outpost Camps - 2 Chamberlain Narrows Hooker Lake	2 cabins 6 cabins	8 24
		Subtotal	8 cabins	32
6. Big Vermilion Lodge Owner, G. Bootham Sioux Lookout		Base Camp Big Vermilion Lake	7 cottages	40
	1969	Outpost Camps - 1 Expanse Lake	1 cabin	5
7. Bonny Bay Camp Owner, B. Ogilvie Dryden		Base Camp Wabigoon Lake	See Dryden District	
		Outpost Camps - 3 McVikar Lake Miniss Lake (West) Miniss Lake (East)	1 cabin 1 cabin 1 cabin	5 7 8
		Subtotal	3 cabins	20
8. Bowman's Northland Lodge Owner, B & S Bowman Hudson	1956	Base Camp Big Vermilion Lake	9 cottages	45
		Outpost Camps	None	
9. Brownie's Fairview Camp Owner, M. Brown Dinorwic		Base Camp Sandy Beach Lake	5 cottages Campground, 8 serviced and 8 unserviced sites	25
		Outpost Camps	None	
10. Camp Ojibway Owner, R.E. Fahlman Sioux Lookout		Base Camp Chamberlain Narrows, Lac Seul Linked with Andersons camp	6 cabins	26
		Outpost Camps	None	

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Sioux Lookout District Cont'd				
11. Canada North Lodge Owner, M. Hoffman Effingham, Illinois		Base Camp	See Red Lake District	
		Outpost Camps - 3		
	1977	Cornfield Lake	1 tent camp	10
	1977	Nabimina Lake	1 tent camp	10
	1977	Tutu Lake	1 tent camp	10
		Subtotal	3 tent camps	30
12. Cat Track Lodge Owner, Dail Staimbrook Savant Lake		Base Camp Savant Lake	See Nipigon District	
		Outpost Camps - 3		
	1973	Savant Lake	1 cabin	4
	1978	Jabez Lake	1 cabin	4
	1978	Little Savant Lake	1 cabin	4
		Subtotal	3 cabins	12
13. Central Air Transport Owner,		Base Camp Pickle Lake satellite air base Main base, Sioux Lookout		
		Outpost Camps - 1		
	1971	North Caribou Lake Sublet to Central Patricia Outfitters	2 cabins	13
14. Central Patricia Outfitters Owner, E. Bottomfield Central Patricia		Base Camp Float plane base at Dona Lake		
		Outpost Camps - 10		
	1976	Assin Lake	1 tent camp	10
	1976	Forester Lake	1 cabin	6
	1976	Markop Lake	1 cabin	4
	1976	Neawagank Lake	1 cabin	9
	1976	North Caribou Lake	1 cabin	9
	1976	Opapimiskan Lake	1 cabin	6
	1976	Pipestone Lake	1 tent camp	10
	1976	Skinner Lake	1 cabin	6
	1976	Wastayanipi Lake	1 cabin	6
	1978	Cannon Lake	1 cabin	4
		Subtotal	8 cabins 2 tent camps	50 20

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Sioux Lookout District Cont'd				
15. Donnelly's Minitaki Lodge Owner, F. Donnelly Sioux Lookout	1956	Base Camp Minitaki Lake	8 cabins Campground, 12 serviced sites	33
	1966	Outpost Camps - 1 Keikewabik Lake	1 cabin	4
16. Deerpath Lodge Owner, I. Klima Sioux Lookout	1951	Base Camp Big Vermilion Lake	6 cabins	28
		Outpost Camps	None	
17. Ferring's Enterprises Owner, B & C Ferring Thunder Bay		Base Camp Air base, Mattice Lake	See Nipigon District	
	1974	Outpost Camps - 1 Shabuskwin Lake	2 cabins	10
18. Fireside Lodges & Camps Owner, I & M Fivek Sioux Lookout	1957	Base Camp Little Vermilion Lake	6 cabins Lodge, 4 rooms	28 10
		Outpost Camps	None	
19. Fishermans Cove Owner, D & B Denzler Proctor, Minnesota		Base Camp Lac Seul	See Red Lake District	
	1975	Outpost Camps - 1 Sunlight Lake	1 cabin	4
20. Flint Landing Camp Owner, D. Gish South Bend, Indiana		Base Camp Heathcote Lake	3 cottages 2 cabins	25
	1967	Outpost Camps - 1 Heathcote Lake	1 cabin	5

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Sioux Lookout District Cont'd				
21. Frog Rapids Camp Ltd Owner, L. Bower Sioux Lookout		Base Camp		
	1956	Pelican Lake	19 cottages	82
		Outpost Camps - 2		
	1965	Sturgeon River	1 cabin	6
	1970	Zarn Lake	2 cabins	12
		Subtotal	3 cabins	18
22. Ghost River Camp Owner, A & D Kartingen Sioux Lookout		Base Camp		
		Marchington Lake	6 cottages	40
		Outpost Camps	None	
23. Hidden Bay Lodge Owner, K. Kenike Jr. Illinois (Part owner and manager of Pine Air)		Base Camp		
	1956	Abram Lake	7 cottages Lodge	30
		Outpost Camps - 4		
	1975	Blackstone Lake	1 cabin	6
	1975	Chamberlain Narrows	1 cabin	6
	1978	Armit Lake	1 cabin	4
	1981	Miniss Lake	1 cabin	6
		Subtotal	4 cabins	22
24. Ignace Airways Owner, R. Dowhy Ignace		Base Camp		
		Float plane base, Agimat Lake, Ignace	See Ignace District	
		Outpost Camps - 2		
	1973	Flindt Lake	1 cabin	6
	1979	Clear Lake	1 cabin	6
		Subtotal	2 cabins	12
25. Kabeelo Lodge Owner, K. Lohn Prior Lake, Minnesota		Base Camp	See Red Lake District	
		Outpost Camps - 8		
	1976	Allison Lake	2 cabins	8
	1976	Unnamed Lake	2 cabins	10
	1977	Brokenmouth Lake	1 cabin	5
	1978	Brownstone Lake	1 cabin	4
	1978	Deaddog Lake	1 cabin	5
	1978	Gitchie Lake	1 cabin	8
	1978	Seagrave Lake	1 cabin	6
	1978	Wakeman Lake	2 cabins	9
		Subtotal	11 cabins	55

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Sioux Lookout District Cont'd				
26. Knobby's Fly-In Camps Owner, Glen Clark & J. Chyr Sioux Lookout		Base Camp Air base for Slate Falls Air Service		
		Outpost Camps - 19		
	1967	Carling Lake	1 cabin	8
	1968	Otatakan Lake	1 cabin	6
	1968	Roadhouse Lake	1 cabin	7
	1968	Root Lake	1 cabin	4
	1968	Seagrave Lake	1 cabin	7
	1968	Wapesi Lake	1 cabin	8
	1969	Tully Lake	1 cabin	4
	1971	Kinloch Lake	1 cabin	10
	1971	Wapesi Lake	1 cabin	8
	1973	Kezik Lake	2 cabins	14
	1973	Wesleyan Lake	1 cabin	7
	1973	Wright Lake	1 cabin	6
	1978	Bamaji Lake	1 cabin	8
	1978	Dobie Lake	1 cabin	6
	1978	Fawcett Lake	1 cabin	8
	1978	Gull Lake	1 cabin	9
	1978	Kapikik Lake	1 cabin	7
	1978	Kezik Lake	1 cabin	10
	1978	North Bamaji Lake	4 cabins	19
		Subtotal	23 cabins	156
27. Lac Seul Airways Owner, T. Hanaway Ear Falls		Base Camp Air base at Lac Seul	See Red Lake District	
		Outpost Camps - 6		
	1973	Carillon Lake	1 cabin	6
	1973	Jeanette Lake	1 cabin	5
	1973	Kamungishkamo Lake	1 cabin	6
	1973	Springpole Lake	1 cabin	8
	1977	Richardson Lake	1 cabin	6
	1979	Seskinaga Lake	1 cabin	10
		Subtotal	6 cabins	41
28. Little Beaver Lodge Owner, B. Lehman Ear Falls		Base Camp Lac Seul	See Red Lake District	
		Outpost Camps - 9		
	1971	Bertha Lake	1 cabin	6
	1971	Ruddy Lake	1 cabin	6
		Nabimina Lake Newlove Lake Pesme Lake	tent camps	12

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Sioux Lookout District Cont'd				
28. Little Beaver Lodge Continued		Outpost Camps - 9		
	1975	Carillon Lake	1 cabin	10
	1975	Kamungishkamo Lake	1 cabin	8
	1976	Jeannette Lake	1 cabin	10
	1976	Margaret Lake	1 cabin	6
		Subtotal	6 cabins	46
			3 tent camps	12
29. Mackenzie's Red Pine Camp Owner, T. Small Sioux Lookout		Base Camp Abram Lake	9 cottages	24
		Outpost Camps - 2		
	1975	Tuktegweik Lake	1 cabin	4
	1977	Adamhay Lake	1 cabin	6
		Subtotal	2 cabins	10
30. Moosehorn Lodge Ltd. Owner, G. Schaub	bought 1949	Base Camp Pelican Lake	8 cottages Lodge	40
		Outpost Camps - 5		
	1953	Vermilion River	1 cabin	6
	1954	Tully Lake	1 cabin	8
	1968	Highstone Lake	1 cabin	4
	1968	Maskara Lake	1 cabin	6
	1977	Raggedwood Lake	1 cabin	7
		Subtotal	5 cabins	31
31. Moonlight Falls Camp Owner, T & P Rarick Sioux Lookout		Base Camp Pickerel Arm, Lake Minitaki	6 cabins	20
		Outpost Camps	None	
32. North Albany Lodge Owner, S & J Payne Fort Frances		Base Camp Pashkokogan Lake	7 cottages	35
		Outpost Camps - 1		
	1969	McCrea Lake	1 cabin	5

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Sioux Lookout District Cont'd				
33. Northern Wilderness Outfitters Owner, B. Lavigne Fort Frances		Base Camps	None	
	1978	Outpost Camps - 1 Tew Lake	1 cabin	8
34. North Star Lodge Owner, James Tennant Sioux Lookout		Base Camp Kirk Lake	4 cabins	15
		Outpost Camps	None	
35. Northumbrian Resort Owner, D. Brunton Sioux Lookout		Base Camp Abram Lake	10 cottages	40
		Outpost Camps - 1 Wapesi Lake	1 cabin	9
36. Onaway Lodge Owner, E. Bousfield Perrault Falls		Base Camp Lac Seul	See Red Lake District	
		Outpost Camps - 2		
	1971	Brechin Bay	2 cabins	8
	1971	Lac Seul West	1 cabin	10
		Subtotal	3 cabins	18
37. Patricia Fly-In Camps Owner, D. Bass & R. Edwardson Sioux Lookout		Base Camp Trapper Lake	See Red Lake District	
		Outpost Camps - 9		
	1972	Lynxpaw Lake	1 cabin	4
	1977	Arc Lake	1 cabin	5
	1977	Root Bay	1 cabin	4
	1978	Carling Lake	1 cabin	5
	1978	Coles Lake	1 cabin	6
	1978	Lowry Lake	1 cabin	4
	1978	Trapper Lake	2 cabins	10
	1978	Williams Lake	1 cabin	5
	1979	Morris Lake	1 cabin	8
		Subtotal	10 cabins	51
38. Pickerel Arm Camp Owner, R & J Edwardson Sioux Lookout		Base Camp Minitaki Lake	16 cabins	65
		Outpost Camps - 9		
	1961	Tuktegeweik Bay	1 cabin	8
	1969	Kabikwabik Lake	1 cabin	6
	1974	Kabikwabik Lake	1 cabin	4

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Sioux Lookout District Cont'd				
38. Pickerel Arm Camp Continued		Outpost Camps - 9		
	1975	Otatakan Lake	1 cabin	8
	1977	Little Miniss Lake	1 cabin	8
	1980	Fawcett Lake	1 cabin	6
	1980	Spring Pole Lake	1 cabin	6
	1980	Wapesi Lake	1 cabin	4
	1981	Blackstone Lake	1 cabin	7
		Subtotal	9 cabins	57
39. Pickle Crow Outfitters Owner, J. Leutschaft Central Patricia		Base Camp Float plane base in Little Torp Lake		
		Outpost Camps - 3		
	1970	Bow Lake	1 cabin	4
	1978	Wettlaufer Lake	1 cabin	4
	1979	Lucky Lake	1 cabin	4
		Subtotal	3 cabins	12
40. Pine Cliff Camp (formerly Big Sand Camp) Owner, J & S Zintnicks Dryden	1950	Base Camp Sandy Beach Lake	8 cabins	36
		Outpost Camps	None	
41. Pine Grove Motel and Camp Owner, R. Mumford Vermilion Bay		Base Camp Eagle Lake, Vermilion Bay	5 cottages Lodge - 6 rooms	37 (est)
		Outpost Camps - 2		
	1975	Glace Lake	1 cabin	4
	1977	Co-Pilot Lake	1 cabin	8
		Subtotal	2 cabins	12
42. Ross Woods Camp Owner, Ross Woods Pickle Lake		Base Camp	None	
		Outpost Camps - 1		
	1978	Napier Lake	1 cabin	6
43. Rusty Myer's Fly-In Service Owner, E.R. Myers Fort Frances		Base Camp Air base at Fort Frances		
		Outpost Camps - 1		
	1968	Wilkie Lake	1 cabin	6

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Sioux Lookout District Cont'd				
44. Scout Lake Camp Owner, H. Yoachum Perrault Falls		Base Camp Lac Seul	9 cottages 6 campsites	36
		Outpost Camps - 1		
	1974	McKenzie Bay, Lac Seul	1 cabin	10
45. Silver Waterwheel Lodge Owner, S. Egolfson Dryden		Base Camp Lac Seul	See Dryden District	
		Outpost Camps - 1		
	1975	Vaughan Lake	1 cabin	8
46. Sioux Lodge Owner, J. Weaver, J. Gubbard & C. Breasted Alcaster, S. Dakota		Base Camp Abram Lake	6 cottages Small lodge	30
		Outpost Camps	None	
47. Sportsman Outfitters Owner, N. Smith Nakina		Base Camp Smooth Rock Lake	See Geraldton District	
		Outpost Camps - 1		
	1977	Gremon Lake	1 cabin	6
48. Stewart Lake Lodge Owner, W. Krolyk Vermilion Bay		Base Camp Stewart Lake Motel	(5 units)	(12)
		Outpost Camps - 6		
		Aerial Lake	1 cabin	6
		Bertrand Lake	1 cabin	7
		Gage Lake	1 cabin	5
		Hailstone Lake	1 cabin	6
		Jubilee Lake	1 cabin	7
		Papaonga Lake	2 cabins	12
		Subtotal	7 cabins	43
49. Tikinagan Camp Owner, C. Chappel Sioux Lookout		Base Camp Abram Lake	6 cottages	30
		Outpost Camps	None	
50. Timber Edge Camp Owner, R & M Lodge		Base Camp Minitaki Lake	9 cabins	45
		Outpost Camps	None	

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
Sioux Lookout District Cont'd				
51. Waldhof Bay Lodge Owner, L. Colvin Waldhof, Ontario		Base Camp Eagle Lake	See Dryden District	
		Outpost Camps - 2		
	1973	Upper Wapesi Lake	2 cabins	10
	1979	Dorothy Lake	1 cabin	7
		Subtotal	3 cabins	17
52. West Point Cove Owner, N & M Otto Sioux Lookout		Base Camp Pelican lake	5 cottages	28
		Outpost Camps - 3		
	1972	Churchill Lake	1 cabin	7
	1973	St. Raphael Lake	2 cabins	6
	1979	Littleford Lake	1 cabin	7
		Subtotal	4 cabins	20
53. Wilderness Air Owner, R. Robinson Vermilion Bay		Base Camp Vermilion Bay	See Dryden District	
		Outpost Camps - 1		
	1974	Pilot Lake	1 cabin	7
54. Winoga Lodge Owner, E. Mansfield Sioux Lookout		Base Camp Abram Lake	7 cabins	25
		Outpost Camps - 1		
	1980	Raggedwood Lake	1 cabin	4
Subtotal Sioux Lookout District		Base Camps 29 Campgrounds 4 Outpost Camps 135 Cabin Camps 127 Tent Camps 8	226 units 99 sites 148 cabins	1,012 869
TOTAL NORTH OF 50°		Base Camps 184 Campgrounds 27 Outpost Camps 486 Cabin Camps 431 Tent Camps 55	1,355 units 438 sites 477 cabins	5,812 2,733 269

Source: Ministries of Tourism and Recreation and Natural Resources, District Offices

APPENDIX B

APPENDIX B

AN APPROACH FOR THE PLANNING AND IMPLEMENTATION OF A SNOWMOBILE PACKAGE TOUR IN THE MOOSONEE - FORT ALBANY AREA*

BACKGROUND

Popularity and Impact of Snowmobiling

Snowmobiling, the third fastest growing sport in America, is now a major winter outdoor recreation and tourist activity with more than ten million participants in Canada and the United States. One in every twenty-nine Americans and one in every eight Canadians is a snowmobiler.[1]

The economic impact of snowmobiling is substantial. Canadian and American snowmobilers spend about $1.8 billion on the sport annually, on equipment, clothing, accessories, travel, and vacationing. About 110,000 jobs are generated for North Americans, and approximately $85 million in sales and gas tax revenues are received by provinces and states. The economies of some declining rural areas have been rejuvenated by snowmobiling, and a profitable second major season has been added to many established resort centres. Guided package tours for vacationing snowmobilers now are available at Yellowstone, Jackson Hole, and Reno/Lake Tahoe and in Quebec province. Adventure tours have been or are being developed in many parts of the world, including Alaska and Chile. The fraternity of snowmobilers is now international.

Prospects for the Tidewater Region

The Tidewater region of Ontario North of 50° has physical and cultural attributes favourable for the development of snowmobile package tours (snowmobile safaris) in March and April that would have a wide market appeal. These supply foundations are sufficiently strong to support exclusive and more expensive adventure tours, as well as more moderately priced packages designed to penetrate the middle market segment of the snowmobiling fraternity.

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* This appendix is a paper prepared for the Royal Commission on the Northern Environment by W.M. Baker in December 1979. The paper illustrates an approach towards establishing the feasibility of individual tourism projects that appear to offer promise.

[1] *Snowmobile Fact Book,* International Snowmobile Industry Association, 1800 M Street, NW, Suite 850 South, Washington, D.C. 20036, 1978.

The limited evidence available to date suggests that the development of snowmobile touring in the Moosonee - Fort Albany area could generate sorely needed employment and income from activities directly associated with the operation. Other opportuntities, too, could arise. For example, handicrafts designed to meet snowmobilers' requirements could be readily developed by native people, and a highly profitable export "line" designed specifically for snowmobilers might be marketed across Canada and the United States and possibly in Europe.

Local Interest

Discussions have been held over the past several years with respect to the stimulation of tourist snowmobiling in the Moosonee area. Some catalytic initiative is apparently required in order to draw the attention of the North American and European communities of snowmobilers to the attractiveness and reasonable accessibility of the Tidewater region during the spring season and, above all, to introduce local entrepreneural groups and native people to the intricacies of tour development, promotion, and marketing. In effect, the initiative discussed in this paper would be a timely thrust.

While attention is focused here on the Tidewater region, it is apparent that the northwestern and central portions of the Shield in Ontario North of 50° also possess attractive potentials for the development of commercial snowmobile tours.

Report Format

The initiative is first described in general terms. A more specific technical and operational statement of the nature of the scheme follows. Tentative marketing, administrative, and financial plans are then presented. This set of plans, together with the descriptive material, can be considered to represent a starting point for the preparation of a prospectus that can be used in approaches to potential participants.

Tentative Nature of the Presentation

The material that follows is intended to provide general indications of the nature of the initiative and the possibilities for implementing it. There is a considerable element of option in the detail of presentation. The most suitable combination of elements and procedures can be decided on only after there has been further discussion with prospective sponsors and organizers.

GENERAL DESCRIPTION OF THE INITIATIVE

Nature and Objectives

The initiative would involve the organization, marketing and conduct of one or more inaugural snowmobile package tours in the Moosonee - Fort Albany area in order to:

- promote the Tidewater region of Ontario as a major late winter or early spring outdoor recreation adventure destination for the American, Canadian and European snowmobiling fraternity;

- introduce local native and non-native entrepreneurs to the full range of cooperative efforts required to exploit the opportunity present.[2]

The initiative is designed to provide that catalytic organization and promotion stimulus necessary for the development of winter recreational tourism activity in this northern frontier area of Ontario. More broadly, it could be considered to represent the inaugural thrust for snowmobile package tour development throughout all of Ontario North of 50°, providing the extra push needed to start the wheels in motion.

The proposed initiative would involve and benefit a wide spectrum of the socio-economic structure of the region, including the Ontario Northland Railway, the accommodation, food, and beverage industry of Moosonee, and the native community through the sale of handicrafts, guiding, and the provision of organized entertainment at Moose Factory and Fort Albany. The initiative could thus make a significant contribution to regional development. It would call for a cooperative effort on the part of government agencies, including the federal Department of Indian Affairs and Northern Development and the provincial ministries of Natural Resources, Northern Affairs, and Tourism and Recreation. Moreover, it would require the participation of several regional and local tourism promotion and development organizations, among them the James and Hudson Bay Tourist Outfitters and Guiding Association recently established by Indians.

The Question of Liability

With respect to travel on commercial carriers and stays in commercial accommodation, liability insurance carried by these enterprises would apply. With respect to the snowmobile tour operations, the

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[2] While the discussion centres exclusively on snowmobiling, it is recognized that there are opportunities for cross-country skiing that could be exploited almost automatically following the development of the snowmobile market.

situation would be similar to that prevailing for goose hunting camps; in effect, any person taking part in a snowmobile safari would be doing so at his own risk for loss or injury to persons or property. No responsibility would be borne by any private or government agency for expenses incurred due to unforeseen delays, sickness, weather, negligence, or any other cause. The organizer of the safari would reserve the right to alter routes and timetables, itineraries and accommodations to meet the emergency situations and unforeseen problems of travel that are not uncommon in this northern frontier area.

On the other hand, the tour would be well conducted and supervised so that hazards would be reduced to a minimum. All participants would be expected to follow the instructions of the trail master for the tour.

TECHNICAL AND OPERATIONAL PLAN

The following plan is essentially illustrative and is intended to provide a general indication of the nature of the initiative and a framework for its elaboration and refinement. Discussion should lead to identification of many novel ideas with a distinct local flavour.

The initiative covers both a full-scale snowmobile safari between Moosonee and Fort Albany and less strenuous tours in the area near Moosonee and Moose Factory. All participants would be required to make their own arrangements to the starting point of the tour at North Bay, Cochrane, or perhaps Toronto. Trains of Via Rail leave Toronto daily at 12:50 noon, arriving at North Bay at 11:05 p.m. There is an excellent road network and air service to North Bay. Most participants would transport their own snowmobiles to Moose River Crossing. However, it might be possible to rent snowmobiles from the test range at Kapuskasing. Each participant would receive a marker to attach to his vehicle as a memento of the trip.

The safari from Moosonee to Fort Albany would be limited to 20 to 25 snowmobiles and 40 to 50 snowmobilers, the maximum that could be handled conveniently. All participants would have to be experienced distance travellers with appropriate equipment and machines in good running order.

An additional 25 to 30 snowmobiles and 50 to 60 snowmobilers could be accommodated in the Moosonee and Moose Factory area. This group would travel on the same train directly to Moosonee and would engage in a snowmobile program based there over a three- or four-day period. The snowmobiling would be less strenuous, but nevertheless rewarding and entertaining. Snowmobiles might be made available for rental to this group.

The following schedule is illustrative only and intended for discussion purposes.

Day 1, Night 1

This could involve travel by the "Ontario Northland Railway Inaugural Snowmobile Special" from North Bay (or possibly Cochrane or Toronto) to Moose River Crossing. Alternatively, it might involve only a night trip from Cochrane.

In any event, the overnight rail trip would be an integral part of the package in that it would:

(i) transport 90 to 110 snowmobilers and their 45 to 55 snowmobiles at costs of $133 return per person and $120 return per 600-pound snowmobile, or a total cost of $253 (1979); a reduced group fare could possibly be arranged;

(ii) present an educational, instructional, and entertainment package that might include:

- slides, movies, and talks by officials of the Ministry of Natural Resources and the Ministry of Northern Affairs and by local Indian leaders about the nature of the Tidewater region of Ontario;

- instructions with regard to the operational rules of the snowmobile safari, presented by the Ministry of Natural Resources;

- entertainment paid for by the snowmobile manufacturing company sponsoring the tour (bar, midnight buffet, music).

Day 2, Night 2

Day 2 would involve the snowmobile trip from Moose River Crossing to Moosonee, approximately 50 miles down river. Gasoline for the trip would be carried on the train or cached earlier at Moose River Crossing. Indian guides and the tour trail master would have already established the route and laid out lunch stops with firewood.

Hotels in Moosonee would provide an entertainment program in the evening, meals, and overnight accommodation.

Day 3, Night 3

The party would take a snowmobile tour of the James Bay Lowlands near Moosonee, eat an outdoor lunch, and participate in an interpretive program.

In the evening, the party would take a torch-light snowmobile trip to Moose Factory, where a light meal and entertainment would be provided and handicrafts would be available for sale. The party would spend the night at hotels in Moosonee.

Days 4 and 5, Nights 4 and 5

This period would be devoted to the safari to Fort Albany and to local travel near Fort Albany. Interpretive programs would be offered. Meals would be taken in the old school cafeteria. Accommodation might be made available in the old school dormitory, in facilities of the Department of Indian Affairs and Northern Development, or in the Roman Catholic Mission.

Day 6, Night 6

The party would return to Moosonee, where it would be provided with meals, entertainment in the evening, and overnight accommodation at hotels.

Day 7

The party would return by rail to Cochrane, with some participants perhaps proceeding on to Toronto.

THE MARKET PLAN

A number of options are to be considered in the development of an approach to marketing, each having its particular advantages and disadvantages. These are summarized under the two broad approaches briefly outlined below.

The Tourism Marketing Branch of the Ontario Ministry of Tourism and Recreation might well assume a significant leadership role and perhaps the prime responsibility for promotion. While this may represent a departure from normal procedures, this agency has the contacts and skills required to execute the work. In addition, it appears desirable that the federal government's Office of Tourism be involved in the international marketing of the snowmobile tours in Europe and Japan in subsequent years.

Approach 1: Marketing by a Snowmobile Manufacturing Company

A snowmobile manufacturing company, such as Bombardier at Valcourt, Quebec, might sponsor the tour and assume responsibility for the entire marketing operation. In this case, the opportunity to participate in the tour would probably be limited to members of the snowmobile clubs and/or dealer organizations supported by the company. A tour of this type would be essentially a promotional scheme structured to meet the needs of the company. A film would probably be prepared for sales distribution purposes. Nevertheless, such an effort could have enormous promotional value for the Tidewater region of Ontario.

It is equally possible that the snowmobile manufacturing company involved would prefer to play a supportive role. It might offer the tour to a membership club that it sponsors, but a club would not be the exclusive booking agent.

About five major snowmobile manufacturing companies account for 95 per cent of the vehicles sold in North America, and their sales distribution is world-wide. These include Arctic Enterprises Incorporated, Thief River Falls, Minnesota; Deere and Company, Moline, Illinois; Kawasaki Motors Corporation USA, Santa Ana, California; Yamaha Motor Company Ltd., Shizuoka, Japan; and Bombardier Ltd., Valcourt, Quebec. The Canadian company should probably be offered the first opportunity to participate in this initiative. However, the concept of operations in a rugged northern environment might also appeal strongly to the American manufacturers as an ideal promotional device.

Approach 2: Marketing by the Ministry of Tourism and Recreation as a Regional Development Initiative

Following this approach, the Tourism Marketing Branch of the Ontario Ministry of Tourism and Recreation would assume full responsibility for the preparation and implementation of the market plan, working in close cooperation with the Indian Tourism Outfitters Association of the Tidewater Region, the Moosonee Chamber of Commerce, and possibly the Cochrane - Timiskaming Travel Association, as well as with a selected sponsoring snowmobile manufacturer. The objectives would be to promote the inaugural tour and to educate local groups in marketing procedures.

The tour could be advertised in *Snowtrack* (Market Communications Incorporated, 225 E. Michigan, Milwaukee, WI 53202; published September, October, November, December, January/February, March/April). The *Snowmobile Industry and Support Newsletter*, which reaches a wide spectrum of the snowmobiling fraternity, is another promotional medium (International Snowmobile Industry Association, Suite 850 South, 1800 M Street NW, Washington, D.C. 20036). Early contact with this group in the development of marketing arrangements would be highly desirable, for its knowledge of the national and international snowmobile market field is very extensive.

THE ADMINISTRATIVE PLAN

The administrative details would be completed after further discussion of the initiative with northern interest groups in Moosonee, Fort Albany and Moose Factory. It is clear, however, that a strong supportive role from the Ministry of Natural Resources in field operations will be required.

A list of contacts in agencies and businesses that could be profitably involved in elaboration or implementation of various aspects of the snowmobile tour concept is presented below. Those marked with an asterisk were interviewed by telephone during the course of this study.

Government

A. Provincial

1. Ministry of Northern Affairs

Assistant Deputy Minister
Northeastern Regional Office
421 Bay Street - Suite 301
Sault Ste. Marie, Ontario
P6A 1X3
Tel. (705) 942-0100

*Senior Development Officer
Northeastern Regional Office
421 Bay Street - Suite 301
Sault Ste. Marie, Ontario
P6A 1X3
Tel. (705) 942-0100

*Senior Economist
Program Planning Branch
10 Wellesley Street East
Toronto, Ontario
M4Y 1G2
Tel. (416) 965-1669

2. Ministry of Natural Resources

Director
Northern Region
140 Fourth Avenue, Box 3000
Cochrane, Ontario
P0L 1C0
Tel. (705) 272-4287

*Resource Development Officer
Northern Region
140 Fourth Avenue, Box 3000
Cochrane, Ontario
P0L 1C0
Tel. (705) 272-4291

*District Manager
Box 190
Moosonee, Ontario
P0L 1Y0
Tel. (705) 336-2987

3. Ministry of Tourism and Recreation

*Manager, Travel, Trade & Convention Services
Tourism Marketing Branch
Hearst Block - Queen's Park
Toronto, Ontario
Tel. (416) 965-9991

B. Federal

1. Department of Indian Affairs and Northern Development

*Economic Development
Indian & Eskimo Affairs Program
Ontario Regional Office
55 St. Clair Ave. East
Toronto, Ontario
Tel. (416) 966-6224

*Manager, James Bay District Office
P.O. Box 430
Moose Factory, Ontario
P0L 1W0
Tel. (705) 658-4595

Field Officer
James Bay District Office
P.O. Box 430
Moose Factory, Ontario
P0L 1W0
Tel. (705) 658-4595

2. Department of Industry, Trade & Commerce:
Canadian Government Office of Tourism

Director, Market Development
235 Queen Street
Ottawa, Ontario
K1A OH5
Tel. (613) 992-4134

Indian Bands

Chief, Fort Albany Band
Via Moosonee, Ontario
POL 1YO
Tel. (705) 278-3375

Chief, Kashechewan Reserve
General Delivery
Kashechewan, Ontario
POL 1HO

Chief, Moose Factory Reserve
POL 1WO
Tel. (705) 658-4619

Private Business

1. **Moosonee**

Secretary, Board of Trade
P.O. Box 41
Moosonee, Ontario

Owner
Moosonee & Polar Bear Lodges
11 Bethridge Road
Rexdale, Ontario
M9W 1M6
Tel. (416) 743-6287

Chairman
Moosonee Tourism Committee

2. **Regional Tourism Organizations**

Chairman, James and Hudson Bay Tourist Outfitters and
Guiding Association
Moose Factory, Ontario
POL 1WO
Tel. (705) 658-4693

3. Transportation

Ontario Northland Railway

*Sales Manager, Marketing
805 Bay Street
Toronto, Ontario
M5S 1Y9
Tel. (416) 965-6388

*Senior Director of Marketing
195 Regina Street
North Bay, Ontario
P1B 8L3
Tel. (705) 472-4500 - Local 265

VIA Rail

*Deputy Vice President
20 King Street West - 5th Floor
M5H 1C4
Tel. (416) 868-7200

4. Snowmobile Industry

President
Bombardier M-L-W Ltd.
800 Dorchester Street W
Montreal, Quebec
H3B 1K9
Tel. (514) 861-9481

Bombardier Industrial Division
Valcourt, Quebec
J0E 2L0
Tel. (514) 532-2211

President
International Snowmobile Industry Association
Suite 850 South
1800 M Street NW
Washington, D.C. 20036
Tel. (202) 331-8484

Secretary
International Snowmobile Tourism Council
Suite 850 South
1800 M Street NW
Washington, D.C. 20036

THE FINANCIAL PLAN

The details of the financial plan would be developed after sufficient interest has been displayed by the local interests in the Tidewater region to justify the efforts required. Such a plan would include a clear statement of supplier costs to the various agencies involved in the development and operation of the tour, costs to the snowmobilers participating in the tour, and expected profits for various sectors of the local Indian and non-native participatant business enterprises.

Volume

3

TOURISM DEVELOPMENT IN ONTARIO NORTH OF 50

Volume Three

THE TRANSPORTATION SUPPLY FOUNDATIONS

the ROYAL COMMISSION on the NORTHERN ENVIRONMENT

TOURISM DEVELOPMENT
IN
ONTARIO NORTH OF 50°

Volume Three

The Transportation Supply Foundations

Prepared by

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Scarborough, Ontario

THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT
1984

Ontario

Royal Commission
on the Northern
Environment

From the Office of
the Commissioner

PREFACE

Relationship of Tourism to the Commission's Mandate

The mandate of the Royal Commission on the Northern Environment directs me to make recommendations concerning both the manner in which the development of major enterprises takes place in Ontario North of 50° and the means whereby decisions to undertake such enterprises are reached. Hence this Commission's program has been governed by my two overriding concerns. One is to find ways of ensuring that development, when it occurs, proceeds in an orderly fashion, working in concert with and not at the expense of the environment. The other is to explore various means of ensuring that northerners are involved effectively in decision-making on issues that affect them.

I regard tourism as a major enterprise having far-reaching implications for social and economic development, resource allocation and management, and environmental protection in all parts of Ontario North of 50°. And, for several reasons, I consider it to be a particularly appropriate enterprise for native people living in communities beyond the reach of the present network of all-season roads. The tourism sector clearly offers attractive opportunities for new development in the far north, with prospects for generating substantial income and employment for the people living there as well as benefits to the province as a whole. Tourist activities consume resources but need not deplete the basic stock of renewable biological resources on which they mainly depend provided that these resources are managed according to sound sustained-yield practices. Moreover, I am convinced that implementation of multiple-use resource allocation and management principles would permit tourist operations to co-exist over the long term with traditional, community-based trapping, hunting and fishing activities.

Native people and others living in Ontario North of 50° are understandably apprehensive that tourism could develop without adequate sensitivity to their circumstances and interests — that most of the economic benefits would leak outside the region while the adverse social and cultural impacts would be borne within it.

This must not happen, and need not. I believe that the kind of development that does occur must take advantage of the residents' existing economic and cultural relationships with their natural environment, secure a flow of benefits into their communities, and involve them fully in all aspects of planning, decision-making and facility operation.

Objectives and Scope of the Study

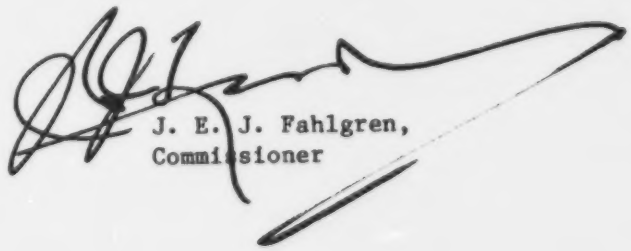
The Commission undertook this study of tourism prospects for Ontario North of 50° in order to obtain an assessment of the opportunities available, a set of realistic alternatives for tourism development, and a view of tourism's place in the spectrum of competing demands for the region's natural resources.

Since specialized wilderness resource-based tourism, encompassing hunting, angling, camping and travel, is clearly the most appropriate type for the greater part of Ontario North of 50°, the Commission's terms of reference for the study accorded it priority. Issues of general tourism and outdoor recreation were to be dealt with also, but only to the extent that they are manifest north of 50° or are likely to impinge on wilderness tourism there.

Implications for Further Action

The production of a development plan for the tourism sector is sorely needed but beyond the scope of my Commission. However, I am pleased to find that the study has an essentially practical orientation that will help others to draw up proposals that can be implemented, since it evaluates alternative policies and strategies for the allocation and management of renewable and terrain resources, for tourist market exploitation, for investment in tourist facilities and maintenance and management of them, and for attainment of local income and employment impact.

This study forms a crucial part of this Commission's research. I am relying on its findings, as well as on public submissions on tourism matters, in formulating my final recommendations. The reports on various aspects of tourism development will undoubtedly prove useful to those having responsibilities for planning and decision-making in the tourism field and can serve as a major source of information for participation by interest groups and the public generally in the planning and decision-making processes.



J. E. J. Fahlgren,
Commissioner

ACKNOWLEDGEMENTS

The author wishes to acknowledge the guidance given by Ian Fraser, Director of Research for the Royal Commission on the Northern Environment, on matters of scope, approach, methodology and review. The Commission kindly arranged for the production of this report and the maps. The editorial contribution made by Faye Rodgers, Research Officer with the Commission, was invaluable.

This publication has been prepared for the Royal Commission on the Northern Environment. However, no opinions, positions or recommendations expressed herein should be attributed to the Commission: they are those solely of the author.

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THE TRANSPORTATION SUPPLY FOUNDATIONS

INTRODUCTION

This volume on *The Transportation Supply Foundations* is one of a set of five presenting the results of the study of *Tourism Development in Ontario North of 50°* undertaken for the Royal Commission on the Northern Environment. The terms of reference for the study established three main objectives:

1) to assess the magnitude and socio-economic significance of development opportunities for wilderness-based tourism in the region;

2) to design a set of alternative policies and strategies to ensure that prospective local entrepreneurs are placed in a position to effectively exploit and benefit from these opportunities, and

3) to evaluate the future role of tourism within the context of increasing general development pressures and their associated economic, social and natural environmental consequences for people and resource uses in the region.

Four of the five volumes, including this one, present detailed technical information and evaluations for four components of the tourism field: the climatic resource foundations, the heritage resource foundations, transportation infrastructure, and tourist facility development. The fifth volume, *Issues and Policy Options*, summarizes the main issues confronting the development of tourism in Ontario North of 50° and identifies and evaluates the range of policy and strategy alternatives for resolving them. It represents a synthesis of the perspectives and insights gained during the course of the research.

The four detailed technical reports on components of the tourism field have a common four-part format. The first part, *Pattern*, describes and evaluates each component in relation to tourism development, adopting historic, current and future time perspectives as appropriate. In the case of this volume on transportation infrastructure, the discussion in this part is centred exclusively on the physical pattern of the air, road, rail and water transportation infrastructure and its implications and issues related to tourism development in Ontario North of 50°. It does not present a comprehensive evaluation of the total transport field in Ontario North of 50°. Market area identification and business viability aspects are dealt with in other volumes of this study. The highway traffic volume data presented are intended solely to support commentary related to the functional classification of the system. The physical patterns of air, road, rail and water transport are examined in considerable detail. Bus transport is considered as a sub-topic of highway infrastructure. The text is intended largely to serve as explanatory support for the pattern portrayed on the accompanying maps and in the functional classifications.

The second part, *Major Implications for Tourism Planning, Development, and Operation*, examines the implications of pattern in terms of opportunities and constraints facing government agencies, private entrepreneurs and researchers involved in investment and management planning and development and operational decision-making in the particular component of the tourism field under consideration.

The discussion in the third part, *Issues*, can serve as a basis for informed decision-making regarding the component and constitutes input for the volume on *Issues and Policy Options*.

The fourth part, *Support Documentation*, consists of three main sections. The first, *Related Agencies, Programs, and Information Output*, discusses the activities of agencies having functions related to the component and their interface with the tourism sector, and thereby provides useful information for those involved in the planning, development and operation of tourist facilities, particularly native communities and private entrepreneurs who may not be familiar with the research and decision-making structures of government for the component. The second, *Contacts Made in Course of Study*, lists the people who have contributed in an important way to this study and who may be useful to others in the future. The third, *References*, identifies the documents that were consulted during the course of the study.

PART ONE

PATTERN

PART ONE

PATTERN

AIR TRANSPORT

The treatment of this important topic opens with a brief summary of the range of licensed scheduled airline services that are significant in the consideration of tourism development in Ontario North of 50°. This introduction is followed by a functional description of the scheduled services that actually form a part of the present air transport infrastructure for tourism development in the area.

Attention is then directed to the functional classification and description of the pattern of airport and seaplane base facilities, both within and to the south of Ontario North of 50°, that represent the total physical air transport infrastructure for tourism. In addition, detailed information is provided for charter air companies based in these facilities.

SCHEDULED AND CHARTER AIR SERVICES

The classification and discussion of scheduled services are confined to the vital relationships with tourism development. The overall rationale for the establishment of the routes and their continued viability is not the concern of this study, even though some significant interrelationships with tourism are involved.

Classification of License Types and Weight Groups

Table 1 shows the various types of license issued by the Canadian Transport Commission under Air Carrier Regulations. Table 2 shows the weight groups for charter aircraft. A brief discussion of the salient implications of these aspects for tourism development in Ontario North of 50° accompanies the tables.

TABLE 1

CLASSIFICATION AND DESCRIPTION OF LICENSES RELATIVE TO TOURISM IN ONTARIO NORTH OF 50°

Class 1 Scheduled Commercial Air Service License

This permits public transport of persons, goods and mail between Canadian points on a unit-toll basis in accordance with a defined service schedule. Only Thunder Bay, Timmins, and Winnipeg, the gateway points for continental and international travel to Ontario North of 50°, have Class 1 scheduled services. Air Canada, Nordair, Canadian Pacific and Northwest Orient are the important carriers involved.

Class 8 represents the international route counterpart of Class 1 and is applicable in some cases to gateway points for Ontario North of 50°.

Class 2 Regular Service Point Commercial Air Service License

This allows public transport of persons, goods and mail on a regular schedule between points in Canada on a unit-toll basis and in accordance with available services. Class 2 services are available to Attawapiskat, Big Trout Lake, Cochrane, Deer Lake, Dryden, Fort Albany, Fort Hope, Fort Severn, Geraldton, Hornepayne, Ignace, Kapuskasing, Kashechewan, Kenora, Lansdowne House, Moosonee, Pickle Lake, Pikangikum, Red Lake, Round Lake, Sioux Lookout, Sachigo Lake, Sandy Lake, Webequie and Winisk. Only three carriers, Austin Airways Limited, Bearskin Lake Air Service and norOntair, currently operate Class 2 services in the study area.

Class 9-2 is the international route counterpart of Class 2. Austin Airways Ltd. holds this type of license to operate between Minneapolis and Thunder Bay.

Class 3 Specific Point Commercial Air Service License

This is similar to Class 2 service but the carrier is not required to make a particular scheduled flight to a point when no traffic is available. Four carriers are licensed to operate Class 3 services in Ontario North of 50°, Austin Airways Ltd., Bearskin Lake Air Service Ltd., Slate Falls Airways Ltd., and Tomahawk Airways Ltd. These services are available to Armstrong, Bearskin Lake, Big Trout Lake, Deer Lake, Ear Falls, Fort Hope, Fort Severn, Geraldton, Hearst, Kasabonika, Kenora, Lansdowne House, Nakina, Ogoki, Pickle Lake, Pikangikum, Red Lake, Round Lake, Sachigo,

TABLE 1 Continued

Sandy Lake, Sioux Lookout and Webequie. It is noted that at times a Class 3 license held by a carrier to service a community may not be activated. For example, although Austin Airways Limited held Class 3 licenses for Armstrong, Ignace, Nakina and Ogoki, these points were not regularly serviced in March 1982. Moreover, many scheduled local services of Austin Airways are primarily mail routes including those from Pickle Lake to Cat Lake, Sachigo, Muskrat Dam, Bearskin Lake, Round Lake, Kingfisher Lake, Kasabonika and Webequie and that from Nakina to Ogoki.

Class 9-3 is the international route counterpart of the Class 3 service.

Class 4 Charter Service License

This allows a carrier to provide passenger and freight service within a stipulated distance from a specified base without positioning charges. Beyond the stipulated range, positioning charges must be levied. These charge restrictions are designed to protect a home base market territory for each carrier or group of carriers. This license is the foundation of current remote sportcamp operations across all of Ontario North of 50°. From the standpoint of tourism operations, two types of Class 4 charter licenses are generally distinguished.

(a) Open License: This permits the holder to fly sportsmen and tourists, gear and supplies to any sportcamp or resort at any point in Ontario. The holder of such a license usually services a few of his own camps and those of other operators in his general vicinity, particularly those for which no positioning charges are required.

(b) Restricted License: This permits the holder to fly guests, workers and supplies only to his own camp. Many holders of restricted licenses build up gradually to the open class 4 license.

Class 9-4 is the international route counterpart of the Class 4 charter license. For example, Ear Falls Airways Ltd. is licensed to provide this type of service between International Falls, USA and Ear Falls, primarily to bring in moose hunters. Many other carriers operating in the study area also hold this license.

TABLE 1 Continued

Class 5 Corporate Business License

This permits a corporation to fly its executives and staff, or those of other companies within a holding group arrangement. At present this type of license does not appear to be of major importance for tourism in Ontario North of 50°. It may have been used, however, by companies flying a group of employees from southern Ontario to sportcamps rented for a period of time.

Class 9-5 is the international counterpart of the Class 5 license.

Class 6 Flying Club License

These are not important for this study.

Class 7 Special Services Licenses

These are designed to cover a wide spectrum of special air transport requirements including such operations as crop dusting, forest spraying, construction, fire suppression and fish and game patrol.

Not important for this study.

Notes:

1. Based on Section 3, Air Carrier Regulations, Air Transport Committee, Canadian Transport Commission, Ottawa.
2. Companies such as Austin Airways Limited usually hold several types of license permitting them to provide a variety of services.
3. A community may be served by several types of licensed operations.

There are some problems associated with the Class 4 and private pilot licenses that require note. Sportcamp operators have been suspected of flying guests to their lodges using only a private pilot's license, claiming that they are friends rather than paying guests. Some of those with Class 4 restricted licenses are felt to be flying guests on occasion to camps other than their own, that is to say, they operate as if they held a Class 4 open charter license. These practices involve an enormous risk for the sportsman, the plane owners and the image of the tourism industry in general. If an accident should occur that the insurance companies will not cover because the trip violated the terms of the policy, the operator could be sued by the guest, possibly losing his plane, camp and other personal property. If the final settlement was unsatisfactory to the guest, or his heirs, because of lengthy delays in settlement, costly court proceedings or inadequate compensation, the image of the tourism industry in both Canadian and American markets could be severely impaired.

TABLE 2

WEIGHT GROUPS FOR CHARTER AIRCRAFT

Group	Weight[1]	
	Kgs.	lbs.
A	1950	4300
B	1951 - 3175	4301 - 7000
C	3176 - 8164	7001 - 18000
D	8165 - 34019	18001 - 75000
E	No charter licenses are	
F	issued for these weight	
G	groups in Ontario North of 50°	

Source: Directory of Canadian Commercial Air Services

[1]Indicates the maximum authorized take-off weight of the aircraft on wheels. License holder must maintain a 25 per cent equity in any aircraft owned.

From the standpoint of tourism development in general and fly-in sportcamps in particular, Weight Groups A to C are all of major importance. Considering northern Ontario as a whole, where there were 272 licensed aircraft in 1980, about 38 per cent were in Group A (up to 1950 kg; 4300 lbs) that includes the Cessna 180 (1292 kg; 2850 lbs) and the Cessna 185 (1520 kg; 3350 lbs). About 30 per cent were in Group B (1952 to 3175 kg; 4301 to 7000 lbs), in which the Beaver (2313 kg; 5100 lbs), Piper 381 (3175 kg; 7000 lbs) and Piper Paz (2359 kg; 5200 lbs) are placed. About 24 per cent are in Group C (3176 to 8164 kg; 7001 to 18000 lbs) that includes the Otter (3629 kg; 8000 lbs), Norseman (3420 kg; 7540 lbs) and the Beech BE 18 (3958 kg; 8725 lbs). The DC3 (12202 kg; 26900 lbs) and the Hawker Siddeley HS-748 (20412 kg; 45000 lbs), important planes in the overall tourism operational patterns, are in Group D. The latter is a versatile plane that can carry 45 passengers or 5.5 tonnes of freight in easily adjusted combinations and is able to take off loaded in 1372 to 1646 meters (4500 to 5400 feet) of runway and land in 1036 meters (3400 feet). These characteristics make it ideal for use in remote settlements North of 50° where ground strips are generally 1067 meters (3500 feet) in length.

Sportcamp operations are a vital market component for a large percentage of the charter air services in Ontario North of 50°. Most of the operators of aircraft in Group A are primarily involved in the transport of guests, employees and supplies to sportcamps. Those in Groups B, C and D are probably engaged in other forms of charter business in addition to servicing sportcamps. It is clear, however, that to be profitable planes in the higher weight classes require substantial additional charter, freight and passenger business generated by mining exploration, remote community bulk transport and person travel related to social services such as health and education.

Classification and Pattern of Scheduled Services

The pattern of scheduled air services of significance for tourism development in Ontario North of 50° is summarized in the functional classification (Table 3). Several aspects require note.

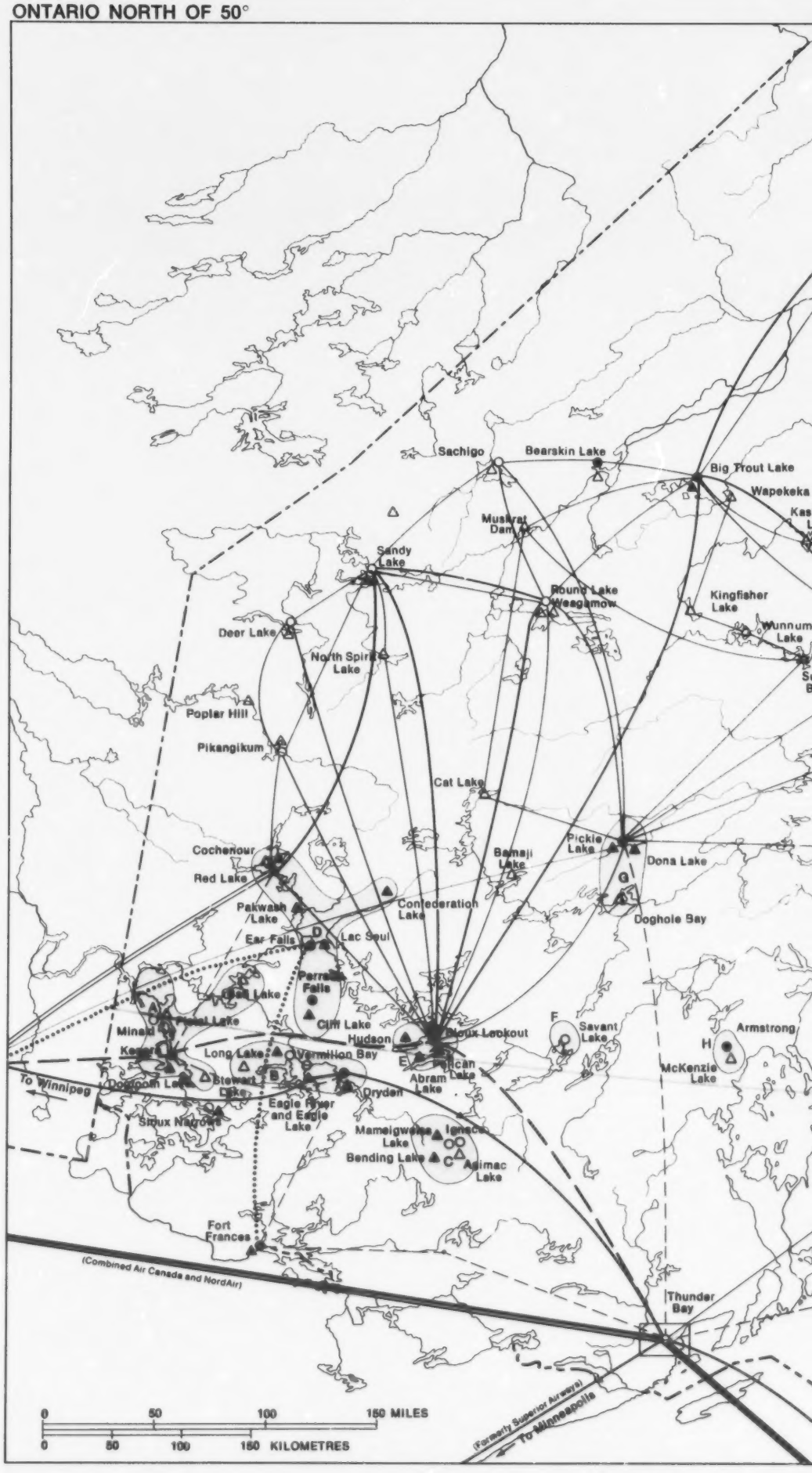
The identification of the collection and distribution centres reflects current air travel, essentially to sportcamps to the south of the 11th base line and the Albany River in the western part of Ontario North of 50° and to goose hunting camps on the shores of Hudson Bay and James Bay. With any substantial development of tourism in the more remote areas north of 50°, the pattern could shift substantially with tourists moving directly from the gateway points to remote settlements like Sandy Lake, Round Lake and Big Trout Lake via scheduled services without changing or even stopping at Sioux Lookout. Special or extra flights could be set up without difficulty to meet a marked increase in this type of travel.

To date, scheduled air services have not played a major role in tourism travel in Ontario North of 50°, with the exception of the goose hunting camps on Hudson and James Bays, and even here the charter plane is an important feature. In the western part of the area, guests at sportcamps, who are the main element of the charter air tourist business, mainly travel to collection and distribution points or to roadside camps by automobile. Scheduled Class 2 and Class 3 services are expected, however, to assume greater importance in future tourist travel in the study area.

As shown in the accompanying classification (Table 3), tourists travelling by air towards destinations in Ontario North of 50° from off-continent countries and distant Canadian and American centres will terminate their Class 1 international and transcontinental scheduled flights at the gateway points of Timmins, Thunder Bay and Winnipeg. From here they will move by air to major regional collection and distribution points by Class 2 and Class 3 scheduled services noted subsequently.

Since the inauguration of the norOntair system with the commencement of the flight linking Sudbury, Earlton, Timmins and Sault Ste. Marie on October 18, 1971, the steady development of this provincial government-sponsored airline has neatly stitched up the scheduled air connection network to the major collector and distribution points. On October 19, 1973, administrative responsibilities for norOntair were transferred to the Ontario Northland Transportation Commission (ONTC). On March 4, 1977, On-Air Limited was contracted by ONTC to supply norOntair's northwestern Ontario services. Similar arrangements were entered into with Austin Airways Ltd. and Airdale to operate the eastern and central portions of the system. On August 6, 1975, Ontario published the first general aviation map showing the locations of ground facilities available to pilots at major airports.

ONTARIO NORTH OF 50°



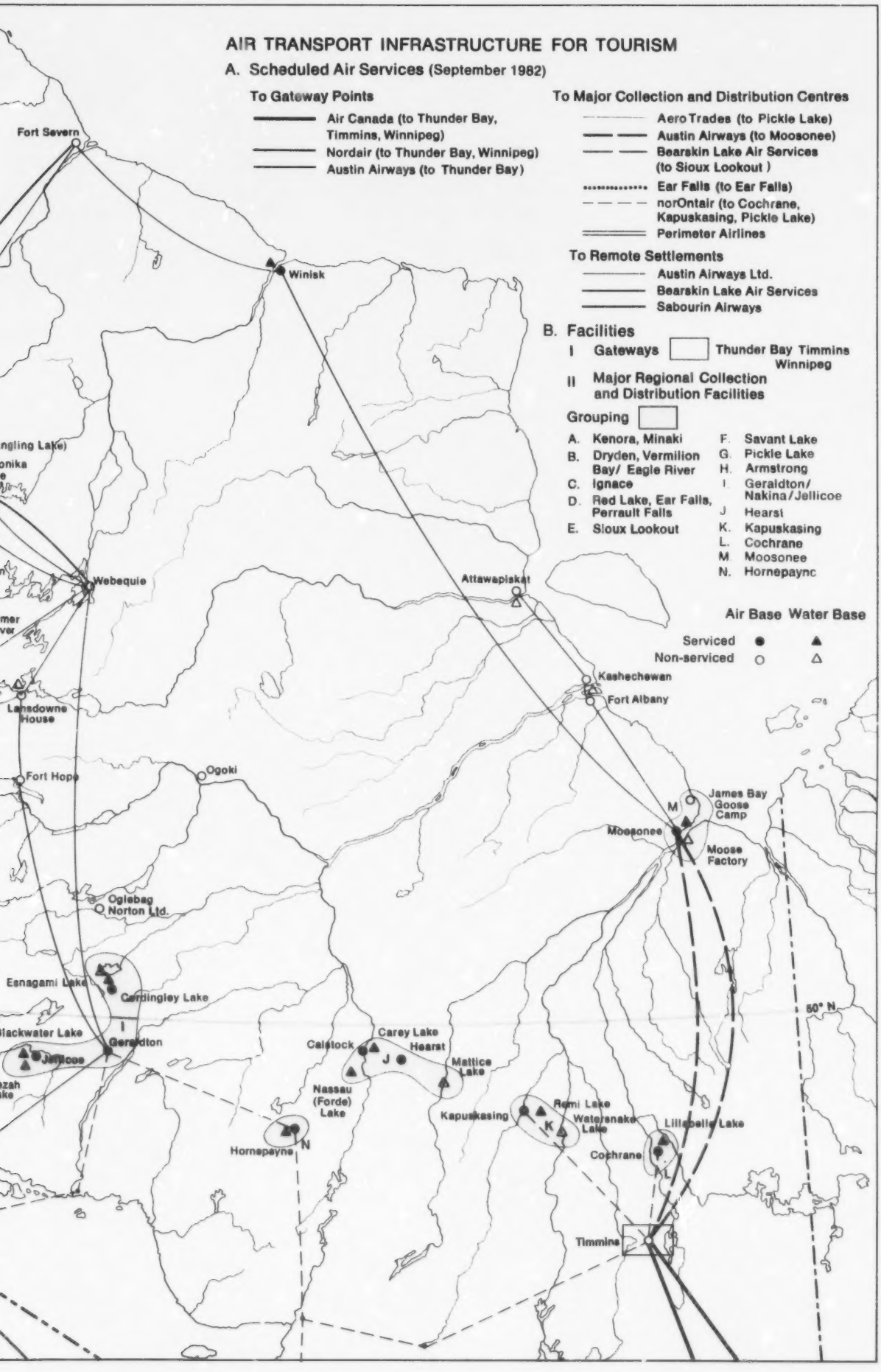

AIR TRANSPORT INFRASTRUCTURE FOR TOURISM
A. Scheduled Air Services (September 1982)
To Gateway Points
Air Canada (to Thunder Bay, Timmins, Winnipeg)
Nordair (to Thunder Bay, Winnipeg)
Austin Airways (to Thunder Bay)
To Major Collection and Distribution Centres
Aero Trades (to Pickle Lake)
Austin Airways (to Moosonee)
Bearskin Lake Air Services (to Sioux Lookout)
Ear Falls (to Ear Falls)
norOntair (to Cochrane, Kapuskasing, Pickle Lake)
Perimeter Airlines
To Remote Settlements
Austin Airways Ltd.
Bearskin Lake Air Services
Sabourin Airways
B. Facilities
I Gateways Thunder Bay Timmins Winnipeg
II Major Regional Collection and Distribution Facilities
Grouping
A. Kenora, Minaki
B. Dryden, Vermilion Bay/ Eagle River
C. Ignace
D. Red Lake, Ear Falls, Perrault Falls
E. Sioux Lookout
F. Savant Lake
G. Pickle Lake
H. Armstrong
I. Geraldton/ Nakina/Jellicoe
J Hearst
K. Kapuskasing
L. Cochrane
M Moosonee
N. Hornepayne
Air Base Water Base
Serviced
Non-serviced
Fort Severn
Winisk
Webequie
Attawapiskat
Kashechewan
Fort Albany
Lansdowne House
Fort Hope
Ogoki
James Bay Goose Camp
Moosonee
Moose Factory
Ogiebag Norton Ltd.
Esnagami Lake
Cardingley Lake
Geraldton
Jellicoe
Calstock
Carey Lake
Hearst
Mattice Lake
Nassau (Forde) Lake
Hornepayne
Kapuskasing
Remi Lake
Watanake Lake
Lillabelle Lake
Cochrane
Timmins
50° N

TABLE 3

A FUNCTIONAL CLASSIFICATION OF SCHEDULED AIR SERVICES
RELATIVE TO TOURISM DEVELOPMENT NORTH OF 50°

TO	FROM	CARRIER	TYPE OF SERVICE	
			Class	Frequency: W-Weekly D-Daily
A. Gateway Points For International and Distant Continental Markets				
Thunder Bay	Minneapolis	Austin	2	W-12
	Toronto	Air Canada	1	W-19 D- 3
		Nordair	1	W- 7
	Winnipeg	Air Canada	1	W- 7
		Nordair	1	W-25 D- 4
Timmins	Toronto	Air Canada	1	W-19 D- 3
Winnipeg	Chicago	NW Orient	1	W-20 D- 3
	Los Angeles	Air Canada	1	W- 7
	Vancouver	Air Canada	1	W-27 D- 4
		CP Air		W-21 D- 3
B. Major Regional and Distribution Centres				
Geraldton	Thunder Bay	Austin	2	W- 3
		norOntair		W- 7
Pickle Lake	Thunder Bay	Austin	2	W- 3
		norOntair	2	W- 7
	Winnipeg	Aero Trades	3	
Moosonee	Timmins	Austin	2	W-11
Red Lake	Ft. Frances /Kenora	norOntair	2	W-12 D- 2
	Pickle Lake	Austin	2	W- 6
	Winnipeg	Perimeter	2	W- 6
Sioux Lookout	Thunder Bay	Austin	2	W- 3
		Bearskin	2	W- 6
	Winnipeg	Bearskin	2	W- 6

TABLE 3 Continued

TO	FROM	CARRIER	TYPE OF SERVICE	
			Class	Frequency: W-Weekly D-Daily
C. Remote Northern Settlements				
(a) Hudson/James Bay Coast				
Attawapiskat	Timmins/ Moosonee	Austin	2	W- 6
Fort Albany	Timmins/ Moosonee	Austin	2	W- 6
Fort Severn	Timmins/ Moosonee	Austin	2	W- 1
	Sioux Lookout	Bearskin	3	W- 3
Kashechewan	Timmins/ Moosonee	Austin	2	W- 6
Winisk	Timmins/ Moosonee	Austin	2	W- 1
(b) North Central Area				
Big Trout Lake	Pickle Lake	Austin	2	W- 1
	Sioux Lookout	Austin	2	W- 6
		Bearskin	2	W- 7
Fort Hope	Geraldton	Austin	2	W- 3
	Sioux Lookout	Austin	2	W- 3
Kasabonika	Pickle Lake	Austin	3	
	Sioux Lookout	Bearskin	3	W- 6
Kingfisher Lake	Pickle Lake	Austin	3	
Lansdowne House	Geraldton	Austin	2	W- 3
	Pickle Lake	Austin		W- 3
Ogoki	Pickle Lake	Austin	3	

TABLE 3 Continued

TO	FROM	CARRIER	TYPE OF SERVICE	
			Class	Frequency: W-Weekly D-Daily
Summer Beaver	Pickle Lake	Austin	3	
Wapekeka	Pickle Lake	Austin	3	
Webequie	Geraldton	Austin	2	W- 3
	Pickle Lake	Austin	2	W- 3
	Sioux Lookout	Bearskin	3	W- 6
Wunnummin	Pickle Lake	Austin	3	
(c) **Northwestern Area**				
Bearskin Lake	Pickle Lake	Austin	3	
Cat Lake	Pickle Lake	Austin	3	
Deer Lake	Pickle Lake	Austin	2	W- 2
	Red Lake	Austin	2	W- 4
Muskrat Dam	Pickle Lake	Austin	3	
North Spirit Lake	Pickle Lake	Austin	3	
Pikangikum	Pickle Lake	Austin	2	W- 6
	Red Lake	Austin	2	W- 6
	Sioux Lookout	Austin	2	W- 5
Poplar Hill	Pickle Lake	Austin	3	
Osnaburgh	Pickle Lake	Austin	3	
Round Lake	Pickle Lake	Austin	2	W- 6
	Red Lake	Austin	2	W- 6
	Sioux Lookout	Austin	2	W- 6
		Bearskin	2	W- 6
Sachigo Lake	Pickle Lake	Austin	2	W- 2
	Red Lake	Austin	2	W- 2
Sandy Lake	Pickle Lake	Austin	2	W- 6
	Red Lake	Austin	2	W- 6
		Sabourin		W- 3
	Sioux	Austin	2	W- 5
	Sioux Lookout	Bearskin	2	W- 6

Source: A synthesis of data contained in References [8], [9], [11]

The Northern Ontario Transportation Commission coordinates and subsidizes the operations of the three contract carriers. Through the Northern Ontario Resources Transportation Committee (NORTC), Twin Otters are supplied to these contract operators by the provincial government. This system that penetrates into Ontario North of 50° only at Red Lake and Pickle Lake is intended to meet two types of travel requirements; these include local inter-community travel that constitutes about 45 per cent of the passenger traffic and feeder travel to the inter-provincial and trans-Canada services of Air Canada, and Nordair that represents about 55 per cent of the volume. Each month norOntair averages 7000 to 8000 passengers, about 85 per cent of whom are engaged in business activities.

There are a number of problems associated with the norOntair services but none are considered to be of major consequence with respect to any feeder services for tourists to connector and distribution centres that the airline provides. NorOntair has a low level of sophistication in ground facilities and services, but the sportsman can easily cope with the situation. Fuel costs are high but every airline faces difficulties in this respect. On the positive side, norOntair has a 98 per cent scheduled service reliability which is high for this part of Ontario. It will probably fill any vacuum left if some of the other carriers curtail or drop services to smaller centres as they turn their air fleets over to jet aircraft requiring large volume loads to operate efficiently.

There is a considerable element of potential flexibility in the scheduled flight pattern from the gateway points so that the following discussion should be considered to be more in the nature of a general description of a current pattern that could be readily adjusted in response to market opportunities generated by tourist facility development North of 50°. It would be possible to fly directly from the gateways to remote interior settlements using Class 2 and 3 services without transfer and delays at the collection and distribution centres.

Scheduled Services to Gateway Points

While scheduled air services to the gateway points of Timmins, Thunder Bay and Winnipeg are excellent from an international and distant continental marketing standpoint, they are of modest importance at the present time for tourism in northern Ontario in general and Ontario North of 50° in particular. Apart from the goose hunting camps on the Hudson Bay and James Bay coastline, most of the tourists arrive by car, driving as close as they can to their destination in order to reduce charter flight costs to a minimum. Moreover, landscape touring in Ontario North of 50° is centered primarily on the southern parts of the area having a strong highway and secondary road network.

To move towards the Hudson Bay and James Bay Lowlands, tourists coming from Europe, the eastern seaboard of North America and the urban centres of the Great Lakes Lowlands have ample scheduled flights to Timmins (Air Canada, 11 flights per week). To reach tourist developments in the northwestern parts of Ontario North of 50°, similar scheduled services are available to the Thunder Bay gateway. Moreover,



Plate 1: Hawker Siddeley 748, providing scheduled services from Timmins to tidewater communities. (Source: Austin Airways Ltd.)

there is a service from Minneapolis to tap the midwestern American market. From Minneapolis, connections can be made with the air networks of Republic and Northwest Orient to all major centres in the eastern and southern United States. Finally, Winnipeg is an important gateway for tourism development up the western expanse of Ontario North of 50° by virtue of its national and international scheduled Class 1 route connections with the Orient via Vancouver, the west coast American metropolitan areas of Los Angeles and San Francisco, and New York, Cleveland, Chicago and Minneapolis in the east via Northwest Orient Airlines. There are equally convenient scheduled routes for European tourists. Currently, German sportsmen proceeding to camps to the north of Kenora at points both north and south of the 50th parallel of latitude are transported by chartered bus or taxi to float plane bases nearest to the remote hunting and angling camps in order to reduce flying costs. It seems reasonable to expect that the scheduled air service to the Winnipeg gateway will grow in importance from the standpoint of tourism development in Ontario North of 50°.

With the probable increasing importance of the European market and the vital role that it, and perhaps Japanese visitors, could play in future tourism, there is a possibility that a more convenient gateway location for the northwestern part of the area will emerge, perhaps at Kenora or Dryden. If long-distance tourist air travel were to build up sufficiently, there may be adequate justification for the lengthening of runways at these points.

Scheduled Services to Major Regional Collection and Distribution Centres

The scheduled air services to major regional collection and distribution centres distinguished in Table 3 are satisfactory from a tourism development standpoint. They do not, however, play as important a role as might be expected. In the western part of Ontario North of 50° located to the south of the 11th baseline and the Albany River, the bulk of general holiday landscape tourism is based on automobile highway travel. American and Canadian guests of sportcamps, who represent the bulk of the clientele up to the present time, drive as close as they can to their final destinations in order to reduce charter air costs. This pattern could be noticeably altered by new tourism developments in the remote northerly settlements of Ontario North of 50°, by vigorous penetration of European, Asian and distant continental markets, and by the possible decline of remote sportcamp operations in the south due to forest road construction with concomitant loss of wilderness attributes and decline in angling and hunting quality.

From an examination of Table 3 and the accompanying map, five major collection and distribution centres for scheduled services from the gateway points are readily distinguished. These are now discussed in summary fashion, moving from west to east across the study area. This is followed by brief comment on the services from these centres to remote settlements in Ontario North of 50°.

Of 3200 aircraft movements at the 16 remote airports in 1980, about 79 per cent could not have been handled without the runways installed under the recent construction program. Scheduled aircraft traffic represented 60 per cent of the movements. While 49 different aircraft users were recorded at the airports, most make very few flights; Austin Airways Ltd. handled virtually all the movements at eight airports and Austin and Bearskin Lake Air Service Ltd. at six centres. With the exception of Winisk and Fort Severn, Austin Airways was the principal carrier at all airports.

In 1980, about 47 per cent of the movements in and out of the remote airports involved heavy planes (DC3, DC4, C130 and HS748) [15]. These planes have costs per tonne-kilometer of one quarter or less than those of the DHC-2 (Beaver) and DHC-3 (Otter) on floats that they have largely replaced. The heavy plane emphasis in the movement pattern therefore is an indication that transport costs to remote settlements have been reduced, one of the main objectives of the construction program.

Pickle Lake, Sandy Lake, and Fort Hope have shown considerable growth in aircraft movements over the last few years, but the time span of observations is not sufficient to establish a reliable forecast. Over the remaining remote airstrips, traffic volume has remained fairly constant.

No information is available respecting the amount of tourist travel involved in the aforementioned 3200 aircraft movements at the remote settlement airstrips. While it is known to be quite small, a substantial increase in this component can be anticipated in the next five years if private investment in sportcamp and wilderness travel package tours takes place in Ontario North of 50°.

Scheduled services are now briefly reviewed in relation to six major collection and distribution centres.

Red Lake

Modest scheduled connector services from this centre to the Winnipeg and Thunder Bay gateways are available on a fairly frequent basis; the latter connection is via Austin Airways Ltd. through Sioux Lookout. The service of norOntair from Fort Frances through Kenora is also worthy of note.

Actually, it is the future position of Red Lake in relation to the Winnipeg gateway connection via Perimeter Airlines that is of major interest. This scheduled service could be of real importance in any attempt to expand tourism development in the remote native settlements along the western boundary region of Ontario North of 50° through the exploitation of the European and Asian markets.

Ear Falls

Ear Falls Airways Ltd. operates scheduled services from this community to Winnipeg and International Falls. The latter service is intended primarily to serve American moose hunters coming to camps in this western part of Ontario North of 50°.

Pickle Lake

A scheduled Class 2 service via norOntair from the Thunder Bay gateway is available daily to Pickle Lake. Aero Trades operates a Class 3 run directly from the Winnipeg gateway to this collection and distribution point, but the services are essentially freight-related.

Sioux Lookout

Bearskin Lake Air Service provides Class 2 scheduled air services from both the Thunder Bay and Winnipeg gateways to Sioux Lookout on a daily basis. From this regional collection and distribution point, Class 2 or 3 scheduled air services are available to almost all remote settlements in

the northern and western sections of Ontario North of 50°. From the standpoint of the logistics of tourist air travel by scheduled route, this community is in a strong position at the present time.

Geraldton

Both Austin Airways Ltd. (Class 2) and norOntair (Class 2) provide scheduled air services to Geraldton. From here there are links with the network of Class 2 and 3 routes operated by Austin Airways Ltd. to remote settlements in the central part of Ontario North of 50°.

Moosonee

The designation of Moosonee as a collection and distribution point is challengeable. However, scheduled routes northward to coastal settlements can be boarded here as well as at Timmins. Tours could be developed that use the Polar Bear Express to this centre and then air trips to settlements to the north in a composite package arrangement. There is a clear break between Moosonee and the previously noted organization and distributional centres for the central and western part of Ontario North of 50°. Moreover, there is no possibility in the foreseeable future of scheduled air services from Moosonee reaching directly to the interior to the northwest. In effect there is a clearly demarcated and self-contained pattern of routes here.

From these regional collection and distribution centres, the tourist may obtain Class 4 charter services to sportcamps or individual remote communities, particularly if they are not too distant. Alternatively, he may use Class 3 scheduled services if the tourist and outdoor recreation activity is centred adjacent to or commences from a remote native community. If the ultimate destination is a sportcamp or a landscape feature some distance from the remote native community North of 50°, Class 4 charter services may be required.

The scheduled routes for the remote settlements in the northwestern part of Ontario North of 50° are operated largely by Austin Airways Ltd. Some services are provided by Bearskin Lake Air Service operating out of a Pickle Lake base. The minor concentrations of routes at the settlements of Round Lake and Big Trout Lake are immediately evident on the map. Many of the services, including those to Cat Lake, Bearskin Lake, Muskrat Dam and Sachigo, are mainly mail routes.

As noted previously, considerable shifts in scheduled air services, particularly in the spring, summer and fall seasons, could result from a strong build-up of tourism in Ontario North of 50°. There is enormous potential for experimentation and flexibility in the system even though one company holds such a large number of route licenses to the remote settlements; some of these routes are not now in operation but could be activated at any time. For example, Austin

Airways Ltd. holds a Class 3 charter from Thunder Bay to Armstrong and Fort Hope. This could be activated to provide a direct link from the gateway to Webequie or Fort Hope. A direct flight from Thunder Bay to Sandy Lake, Round Lake or Big Trout Lake using the scheduled Class 2 and 3 routes of Bearskin Lake or Austin Airways could be instituted. The basic point is that the element of flexibility required for an almost instantaneous response to opportunities generated by tourism is present.

In conclusion, it is useful to summarize the scheduled air services in terms of the three major regional divisions of Ontario North of 50°.

Class 2 scheduled services are operated by Austin Airways Ltd. to settlements in the *Tidewater region*, along the coast of Hudson Bay and James Bay, from Moosonee. There are six one-way flights weekly to Fort Albany, Kashechewan and Attawapiskat and one to Winisk and Fort Severn. Class 2 services operated by Austin Airways Ltd. and Class 3 services by Bearskin Lake Air Service (three times per week) connect Big Trout Lake with Fort Severn. The latter point is linked to the Winnipeg gateway via Sioux Lookout by a thrice-weekly Class 2 service of Austin Airways Ltd. A tourist also could move northward from Geraldton through Webequie and Big Trout Lake to Fort Severn.

The scheduled routes northward from Geraldton serve the remote communities in the *central portion* of Ontario North of 50°. Routes leading from Pickle Lake also provide access to Fort Hope, Lansdowne House and Webequie. The competitive position of the Geraldton and Pickle Lake scheduled routes is obvious as is the concentration of routes at Big Trout Lake; both aspects are of some importance for tourism planning. The runs from Pickle Lake to Summer Beaver, Kingfisher, Wunnummin and Wapekeka are essentially Class 3 scheduled mail services. Austin Airways Ltd. also operates a scheduled Friday flight from Nakina to Ogoki that is of a similar type.

The scheduled routes for the remote settlements in the *northwestern part* of Ontario North of 50° are operated largely by Austin Airways Ltd. from its Pickle Lake base. Some services are provided byy Bearskin Lake Air Service from its base at Sioux Lookout. The minor concentration of routes at the Sandy Lake settlement is noticeable and about equivalent to that at Round Lake identified previously. Many of the services are largely mail routes including those to Cat Lake, Bearskin Lake, Muskrat Dam and Sachigo.

PHYSICAL FACILITIES

Attention is now directed to the pattern of the physical air transport infrastructure for tourism development in Ontario North of 50°. The distribution of airstrip and seaplane bases is noted, including runway scale and service status. The scale of the aircraft operations based at each point is recorded by company and fleet size.

General Functional Classification

The classification adopted (Table 4) is functional and roughly corresponds to that utilized in the previous discussion of scheduled airline routes. It is apparent, however, that it is a much more incisive tool for describing and explaining physical infrastructure.

Initially, a threefold classification of a functional/geographic nature is employed in which all broad categories are utilized, including Primary Gateway Facilities, Major Regional Collection and Distribution Facilities and Remote Settlement Destination Facilities. At a lower level in the organization of the data base, geographic groupings designated by general place location are employed. Within these, the individual airstrip and seaplane bases are listed by community or water body together with the air operations (companies and planes) located at these points.

The availability, condition and operating responsibility for each airport or seaplane base are shown in the table. They represent a synoptic picture of a situation that is constantly changing but generally improving in response to a build-up in traffic volume, community service and social requirements, and company decision-making. With any substantial increase in tourism in Ontario North of 50°, accelerated improvements at remote airports are a distinct possibility.

Airports at the gateway points (Timmins, Thunder Bay, Winnipeg) are owned and operated by Transport Canada. In addition, this federal agency has responsibility for some airports classified as Major Regional Collection and Distribution Points; these are Red Lake and Moosonee in Ontario North of 50° and Kenora, Dryden and Kapuskasing farther south. All these airports are fully serviced. It is not likely that there will be increased federal responsibilities for the airport pattern in the foreseeable future, especially in Ontario North of 50°.

The Ontario Ministry of Transportation and Communications occupies a crucial position in the operational pattern of the landing strips in Ontario North of 50°. For a number of years this agency has operated the strips that provide access to the settlements on the coastline of Hudson Bay and James Bay. A government decision was made in 1968 to rely on air transport to meet the needs of remote inland native settlements for freight haulage and person travel, and particularly to relieve the isolation during the spring break-up and winter freeze-up. A system of airstrips was quickly built in all communities considered for services at that time except Kingfisher and Wapekeka. If the bands at those settlements indicate a desire, airstrips also will be constructed there.

Feasibility and impact assessment studies were completed for each airstrip. Construction costs usually reached about $750,000 for the strip plus additional charges for access roads. Interestingly, tourism was never mentioned in any of these studies, even though the system now in place is an important element in the foundation infrastructure required for the development of that tertiary industry sector in Ontario North of 50°.

The criteria for airport construction in remote settlements are somewhat flexible. The break point is usually considered to be 100,000 ton-miles of freight annually. From a social standpoint, a resident population of 200 or more people is taken as a basic requirement. If the population factor is modest, the freight requirement may be modified to 50,000 local ton-miles.

Airports at communities just north and south of 50° north latitude, representing both collection and distribution points and the southern terminals of scheduled routes to remote northern settlements, are frequently municipally-owned and -operated. Included in this group are Cochrane, Hearst, Geraldton, Nakina, Sioux Lookout, Vermilion Bay, Ear Falls and Minaki.

There are a number of private and provincial government-operated ground strips in the study area, as shown on the accompanying map. These include Savant Lake (Rusty Myers Flying Service) and River Melchett (Oglebag and Norton Ltd.). The three abandoned gravel strips in Polar Bear Provincial Park were constructed in the mid-1950's under the Mid-Canada Line defence system and operated until about 1965 (Site 415 south of Cape Henrietta Maria; Site 421, Brant River; Site 506, 80 km west of Winisk). With modest repairs Site 415 could be brought into service on a regular basis.

The strips recently constructed by the Ontario Ministry of Transportation and Communications in isolated inland northern communities are 1069 meters (3500 feet) in length and gravel-surfaced. They can handle freight aircraft up to a Hercules in size and are adequate from a tourism development standpoint, able to accommodate the HS 748. Ground facilities, while minimal, are not an important handicap. On the coast of Hudson Bay and James Bay, the strips at Fort Albany, Kashechewan, Attawapiskat and Fort Severn are of a similar scale. The runway of the federally-operated airport at Moosonee is 1219 meters (4000 feet) and that at Winisk 1524 meters (5000 feet); both are gravel-surfaced. These runways also can handle substantially sized passenger aircraft up to a DC3 and are satisfactory for the Hawker Siddeley HS 748.

Rurways at the major regional collection and distribution airports shown in the table are greater in length and paved. As noted earlier, Moosonee's is 1219 meters (4000 feet) and paved. Pickle Lake's is 1372 meters (4500 feet) and asphalt-surfaced, Red Lake's is 1219 meters (4000 feet) and paved, and Sioux Lookout's is 1219 meters (4000 feet) and paved.

Seaplane bases in and near the collection and distribution centres are generally operated by private air carriers and are for the most part fully serviced. Bases in the remote northern settlements are frequently operated by local Indian bands. The Hudson's Bay Company and private carriers have assumed responsibilities in some cases as has the occasional sportcamp operator. At most of these remote bases no services are available.

TABLE 4

PHYSICAL AIR TRANSPORT INFRASTRUCTURE FOR TOURISM DEVELOPMENT IN ONTARIO NORTH OF 50°

JUNE 1982

Functional Category, Location Grouping and Point	Airport/Landing Strip			Seaplane Base		Licensed Charter Facilities, Companies and Aircraft At Base		
	Operator	Length (Meters)	Serviced	Operator	Serviced	Company and Type of License	Planes	Own or Lease
I Gateway Facilities (Terminal of continental and international air travel)								
Timmins	Transport Canada		Yes			Not considered of major importance for the purposes of this report		
Thunder Bay			Yes					
Winnipeg			Yes					
II Major Regional Collection and Distribution Facilities								
A. **Kenora/Minaki Group**								
1. Kenora	MOT	1830 paved	Yes			Kenora Air Services Ltd	Cessna 180	0
							Cessna 185	0
						T. Johnson	Beaver	0
						120 Main St	Beech 18	L
						Kenora P9N 1T1	Otter	0
						(Class 4, open 9-4)		
						Walsten Air Services	Cessna 180 (2)	0
						Neil Walsten		
						Box 706	Cessna 206	0
						Kenora	Piper 18	0
						(Class 4, open 9-4)	Piper 23	0
							Beech 18	0

TABLE 4 Continued

Functional Category, Location Grouping and Point	Airport/Landing Strip			Seaplane Base		Licensed Charter Facilities, Companies and Aircraft At Base		
	Operator	Length (Meters)	Serviced	Operator	Serviced	Company and Type of License	Planes	Own or Lease
						Bearskin Lake Air Service (See Sioux Lookout)		
						Hel Air Ltd L.R. Camphoug C/O Viking Helicopters Box 5104, Ottawa	Hughes HL5 (8) ILI	0 0
Lake of Woods (Kenora)				Parsons Airways Ltd	Yes	Parsons Airways Northern Ltd Box 759 Flin Flon, Manitoba R8A 1N6 (Class 4, open 9-4)		
Dogtooth Lake				Dogtooth Air Services	No	Dogtooth Air Services Wm. Renner 611-6th St. Kenora P9N 2C6 (Class 4 restricted)	Cessna 180	0
2. Minaki	Minaki Lodge Resort	671 asphalt (enlarging)	No					

TABLE 4 Continued

Functional Category, Location Grouping and Point	Airport/Landing Strip			Seaplane Base		Licensed Charter Facilities, Companies and Aircraft At Base		
	Operator	Length (Meters)	Serviced	Operator	Serviced	Company and Type of License	Planes	Own or Lease
Pistol Lake				River Air Ltd	Yes	River Air Ltd E.N. Halley Box 308 Kenora (Class 4 open)	Cesna 180	0
Roughrock Lake				Margot Seefield	Yes			
Ball Lake				Ontario Central Airlines Ltd	No	Ontario Central Airlines Ltd Gimli Manitoba (Class 4, open 9-4)		
3. Sioux Narrows	Sioux Narrows Airways Ltd	915 grass	No			Sioux Narrows Airways Ltd TIU Sanford St Winnipeg Manitoba K3H 2Z9 (Class 4 open)		
Lake of Woods Regina Bay				North-western Flying Services Ltd	Yes	Northwestern Flying Services Ltd J.P. Kayfees Nestor Falls P0X 1K0 (Class 4, open 9-4)	Cesana 198 Beaver (2) Beech 18(2) Otter	0 0 0 0

TABLE 4 Continued

Functional Category, Location Grouping and Point	Airport/Landing Strip			Seaplane Base		Licensed Charter Facilities, Companies and Aircraft At Base		
	Operator	Length (Meters)	Serviced	Operator	Serviced	Company and Type of License	Planes	Own or Lease
B. Dryden/ Vermilion Bay/ Eagle River Group						Austin Airways Ltd (See Pickle Lake)		
1. Dryden	Town of Dryden	1647 paved	Yes			Ear Falls Airways Ltd (See Ear Falls)		
Wabigoon Lake				Swanair Ltd	Yes	Swanair Ltd R. Swanson Dryden (Class 4, open 9-4)	Cessna 185 Beaver	0 0
2. Eagle River	Lindmeier's North Shore Lodge	610 clay						
Eagle Lake				R. Lindmeier's North Shore Lodge	Yes			
3. Vermilion Bay	Wilderness Enterprises (Machin Twp is owner)	1000 gravel	No					
Long Lake				Wilderness Enterprise	Yes	Wilderness Air Ltd Robbie Robinson Vermilion Bay POV 2V0 (Class 4, open 9-4)	Cessna Beaver	0 0

TABLE 4 Continued

Functional Category, Location Grouping and Point	Airport/Landing Strip			Seaplane Base		Licensed Charter Facilities, Companies and Aircraft At Base		
	Operator	Length (Meters)	Serviced	Operator	Serviced	Company and Type of License	Planes	Own or Lease
Stewart Lake				Stewart Lake Airways Ltd		Stewart Lake Airways Ltd Pres. Bill Kryluk Box 127 Vermilion Bay POV 2V0 (Class 4 restricted)		
C. **Ignace Group**								
1. Ignace	Ignace Twp	915 gravel	No					
2. Private Ignace Airways Strip	Ignace Airways	854 cinder	No			Ignace Airways Box 244 Ignace		
Agimak Lake				Ignace Airways	No	Ignace Airways Box 244 Ignace		
Bending Lake				Bending Lake Airways	Yes	Bending Lake Airways Box 145 Ignace		
Mameigweiss Lake				Hanson Lodge Box 129 Ignace	Yes			
D. **Red Lake, Ear Falls, Perrault Falls (Highway 105) Group**								
1. Red Lake	Transport Canada	1220 paved	Yes					

TABLE 4 Continued

Functional Category, Location Grouping and Point	Airport/Landing Strip			Seaplane Base		Licensed Charter Facilities, Companies and Aircraft At Base		
	Operator	Length (Meters)	Serviced	Operator	Serviced	Company and Type of License	Planes	Own or Lease
Red Lake - Cochenour - Bruce Channel				Sabourin Lake Airways	Yes	Sabourin Lake Airways Ltd Pres. N. Hegland Box 70, Cochenour POV 1LO (Class 4 open)	Cessna 180 Cessna 185 Beech 18(2) Piper PA23 Otter Beaver	0 L 0 L 0 0
						Green Airways Ltd Pres. J. Green Red Lake POV 2MO (Class 4 open)	Cessna 180 Stinson ST 10 Beaver (3) Beech 85 CHU Norseman (2)	0 0 0 0 0
						Sky-North Ltd W.A. Geary Jr. Goldshore Road Red Lake POV 2MO (Class 4 restricted)	DC3/C47	0
						Austin Airways Ltd (See Pickle Lake)		
						Wings Aviation Ltd Red Lake POV 2MO (Class 4 open) suspended	Cessna 185 Beaver Otter Norseman	0 0 0 2
						Tomahawk Airways Ltd (See Sandy Lake)		

TABLE 4 Continued

Functional Category, Location Grouping and Point	Airport/Landing Strip			Seaplane Base		Licensed Charter Facilities, Companies and Aircraft At Base		
	Operator	Length (Meters)	Serviced	Operator	Serviced	Company and Type of License	Planes	Own or Lease
Pakwash Lake				Snake Falls Flying Service Ltd	Yes	Snake Falls Flying Service Ltd W.D. Jones Box 327 Red Lake POV 2M0 (Class 4 open)	Cessna 180 Cessna 208	0 0
2. Ear Falls	Municipal	1220 paved	Yes					
Lac Seul				Ear Falls Airways Ltd	No	Ear Falls Airways Ltd B. Lemm Box 8 Ear Falls POV 1T0 (Class 4, open 9-4)		
						Lac Seul Airways Ltd T. Hanaway Box 39 Ear Falls POV 1T0 (Class 4 open)	Cessna 180 Piper PA18 Otter (2) Beaver (2)	0 0 0 0
Confederation Lake				Kabeelo Airways Ltd	Yes	Kabeelo Airways Ltd 115 Chipman St. Box 609 Kenora P9N 3X6 (Class 5)		

TABLE 4 Continued

Functional Category, Location Grouping and Point	Airport/Landing Strip			Seaplane Base		Licensed Charter Facilities, Companies and Aircraft At Base		
	Operator	Length (Meters)	Serviced	Operator	Serviced	Company and Type of License	Planes	Own or Lease
3. Perrault Falls	W.M. Bousefield	763	Yes			(Class 4 open)	Beaver	O
Cliff Lake				Northern Waters Air Service	Yes	Northern Waters Air Service Camp Robinson Ontario POV 2KO (Class 4, open 9-4)		
E. Sioux Lookout Group								
1. Sioux Lookout	Municipal	1281 paved	Yes			Bearskin Lake Air Service Pres. H. Freisen Box 1447 Sioux Lookout POV 270 (Class 4, open 9-4)	Cessna 180 Cessna 185 Beaver Otter Aztec Navajo Beech 99 Saunders ST27	O O O O O O O O
						Slate Falls Airways Ltd Box 188 Sioux Lookout POV 2TO (Class 4 open)	Cessna 180 (4) Piper PAZ Beaver Beech 18	O L O O

TABLE 4 Continued

Functional Category, Location Grouping and Point	Airport/Landing Strip			Seaplane Base		Licensed Charter Facilities, Companies and Aircraft At Base		
	Operator	Length (Meters)	Serviced	Operator	Serviced	Company and Type of License	Planes	Own or Lease
Pelican Lake				Bearskin Lake Air Service	Yes	(See Sioux Lookout)		
				Central Air Transport	Yes	Central Air Transport Ltd (See Pickle Lake) (Class 4, open 9-4)	Cessna 185 Beaver Otter	
Abram Lake (Hidden Bay Lodge, Hwy 27) Carl Reenke (USA)				Pine Air	Yes	Pine Air Inc Pres. F. Kent Box 248 Sioux Lookout (Class 4, open 9-4)	Cessna 185	
Lost Lake (Hudson)				Starratt Transport Ltd	Yes	Starratt Transport Ltd J.D. Starratt Hudson POV 1X0 (Class 4, open 9-4)	F82 Foundbros	0
F. Savant Lake Group								
Savant Lake	Rusty Myers Flying Service	912 gravel				Rusty Myers Flying Service Irene Meades Fort Frances (Class 4, open 9-4)	Cessna 180 Beaver	0 0

TABLE 4 Continued

Functional Category, Location Grouping and Point	Airport/Landing Strip			Seaplane Base		Licensed Charter Facilities, Companies and Aircraft At Base		
	Operator	Length (Meters)	Serviced	Operator	Serviced	Company and Type of License	Planes	Own or Lease
G. Pickle Group								
1. Pickle Lake	MTC	Asphalt	Yes			Central Air Transport G.A. Swartman Box 399 Sioux Lookout POV 2TO (Class 4, open 7)	Cessna 185 Beaver Otter	0 0 0
						Austin Airways Ltd (Northwestern Ontario) Base at Pickle Lake Vice-Pres. W. Deluce Timmins (Class 4, open 9-4)	Cessna 180 Cessna 185 Cessna 310 Cessna 402 Beaver Otter Norseman DC3	0 0 0 0 0 0 0
Pickle Lake				Austin Airways	Yes	As Above		
Dona Lake				Central Patricia Outfitters		Central Patricia Outfitters Ltd E. Bottomfield Box 128 Pickle Lake (Class 4 restricted)	Cessna 180 Beech 18	0 0

TABLE 4 Continued

Functional Category, Location Grouping and Point	Airport/Landing Strip			Seaplane Base		Licensed Charter Facilities, Companies and Aircraft At Base		
	Operator	Length (Meters)	Serviced	Operator	Serviced	Company and Type of License	Planes	Own or Lease
Lac St. Joseph, Doghole Bay				Doghole Airways	No	Doghole Airways (Formerly Osnaburgh Airways) P.R. Johnson New Osnaburgh Rat Rapids POV 2HO (Class 4 open)	Cessna 185	O
H. Armstrong Group								
McKenzie Lake	MTC	1129 paved	Yes	Huron Air and Outfitters	Yes	Huron Air and Outfitters Ernest Nichols Box 122 Armstrong (Class 4 open)	Cessna 185	O
						Sportsmen's Outfitting and Air Charter Servic R.G. Smith Box 85 Nakina (Class 4 open)	Cessna 180 Cessna 337 Beaver (2)	O O OL
I. Geraldton/Nakina Jellicoe Group								
1. Geraldton	Town of Geraldton	1525 paved	Yes			Kyro's Albany River Airways Ltd (See Jellicoe) (Class 4 open)		

TABLE 4 Continued

Functional Category, Location Grouping and Point	Airport/Landing Strip			Seaplane Base		Licensed Charter Facilities, Companies and Aircraft At Base		
	Operator	Length (Meters)	Serviced	Operator	Serviced	Company and Type of License	Planes	Own or Lease
2. Nakina	Nakina Twp	1159 gravel	Yes			Austin Airways Ltd (See Pickle Lake)	Beaver Otter	0 0
Cordingley Lake				Leuenberger Air Service	Yes	Leuenberger Air Service Ltd E. Leuenberger Box 22 Nakina POT 2H0 (Class 4 open)	Cessna 185 Beaver Otter	0 0 0
						Nakina Outpost Camps D. Bourdignon Box 126 Nakina POT 2H0 (Class 4 open)	Cessna 185 Beaver	0 0
						Northern Lakes Outfitters E.A. Petersen Box 73 Nakina POT 2H0 (Class 4 restricted)		
Esnagami Lake				G.R. Golder	No	Esnagami Lodge G.R. Golder Nakina POT 2H0 (Class 4 restricted)	Cessna 180	

TABLE 4 Continued

Functional Category, Location Grouping and Point	Airport/Landing Strip			Seaplane Base		Licensed Charter Facilities, Companies and Aircraft At Base		
	Operator	Length (Meters)	Serviced	Operator	Serviced	Company and Type of License	Planes	Own or Lease
3. Jellicoe	Kyro's Albany River Airways	915 gravel	Yes			Kyro's Albany River Airways Ltd J.H. Kyro 102 Rupert St Thunder Bay P7B 2W9 (Class 4, open 9-4)	Cessna 180 Cessna 185 (3) Beaver (3) Otter	L 0 0 0
Nezah Lake				Kyro's Albany River Airways Ltd	Yes	Kyro's Albany River Airways Ltd See Above (Class 4 open)		
Blackwater Lake				Ontario Northern Airways Ltd	Yes	Ontario Northern Airways Ltd Jellicoe P0T 1V0		
Remi Lake				White River Air	Yes	White River Air Box 220 White River P0M 3G0 (Class 4, open 9-4)		
Watersnake Lake				Fauquier Air Services Arctic Frontier Northern Adventure		Fauquier Air Services P.W. Henry Box 788 Smooth Rock Falls P0L 1G0 (Class 4 restricted)		

TABLE 4 Continued

Functional Category, Location Grouping and Point	Airport/Landing Strip			Seaplane Base		Licensed Charter Facilities, Companies and Aircraft At Base		
	Operator	Length (Meters)	Serviced	Operator	Serviced	Company and Type of License	Planes	Own or Lease
J. Hearst Group								
1. Hearst	Town of Hearst	1068 paved	Yes					
2. Calstock (Cerey Lake)	Hearst Air Services	967 gravel	Yes			Hearst Air Services Ltd Real Gosselin Box 1180 Hearst POL 1NO (Class 4 open)	Cessna 185 Beaver Piper 12 Navajo Chieftain	0 0 L 0
						North Star Helicopters Real Gosselin Box 1180 Hearst POL 1NO		
Carey Lake				Hearst Air Services Ltd	Yes	See Calstock Lake		
Nassau Lake (Forde Lake)				Forde Lake Air Services	Yes	Forde Lake Air Services Ltd G. Martin Box 417 Hearst (Class 4 open)	Cessna 180 Cessna 185	L 0

TABLE 4 Continued

Functional Category, Location Grouping and Point	Airport/Landing Strip			Seaplane Base		Licensed Charter Facilities, Companies and Aircraft At Base		
	Operator	Length (Meters)	Serviced	Operator	Serviced	Company and Type of License	Planes	Own or Lease
Mattice Lake				Ferring Williams	No	Ferring Williams Box 178 Armstrong POT 1A0 (Class 4 restricted)		
K. Kapuskasing Group								
1. Kapuskasing	Transport Canada	1373 paved	Yes			Frontier Air Services Ltd C. Boucher and W.Sinai Box 465 Kapuskasing (Class 4 open) Stardust Aviation Ltd F. Szekely Box 1019 Kincardine Ontario N0G 2G0 (Class 7 Specialties)	Beech 85	0
L. Cochrane Group								
1. Cochrane	Town of Cochrane	1068 paved	Yes					

TABLE 4 Continued

Functional Category, Location Grouping and Point	Airport/Landing Strip			Seaplane Base		Licensed Charter Facilities, Companies and Aircraft At Base		
	Operator	Length (Meters)	Serviced	Operator	Serviced	Company and Type of License	Planes	Own or Lease
Lillabelle Lake				Lind-berghs Air Service	Yes	Lindberghs Air Service L. Rogerson Box 998 Cochrane POL 1C0 (Class 4 open)	Beaver Otter	0 0
						Cochrane Air Services J. Veverka 303 5th Avenue Cochrane POL 1C0 (Class 4 restricted)	Beaver	0
						Polar Bear Camps and Outfitters S. Knopelky Box 396 Cochrane POL 1C0 (Private Plane)		
						James Bay Outfitters		
M. Moosonee Group								
1. Moosonee	Moosonee Develop-ment Area Board	1220 gravel	Yes			Austin Airways Ltd (See Pickle Lake) (Class 2,3,4 open 9-4, 7)	Beaver Otter (2) Cessna 180 Cessna 185 HS 748-2A	

TABLE 4 Continued

Functional Category, Location Grouping and Point	Airport/Landing Strip			Seaplane Base		Licensed Charter Facilities, Companies and Aircraft At Base		
	Operator	Length (Meters)	Serviced	Operator	Serviced	Company and Type of License	Planes	Own or Lease
Const	James Bay Goose Camps	915 gravel	No					
Moose Factory				Austin Airways Ltd	No	(See Pickle Lake)		
Moose River				Austin Airways Ltd and Bush Land Airways	Yes	(See Pickle Lake) Bush Land Airways Rev. L. Linton Baie-du-Poste, Quebec G0W 1C0 (Class 4 open)	Piper PA18	L
N. Hornepayne Group								
1. Hornepayne	Town of Wickstead	1068 paved	Yes	Horne Air Ltd	Yes	Horne Air Ltd Highway 631 North White River (Class 4 open)		
III Destination Area Facilities								
Attawapiskat	MTC	1068 gravel	No					

TABLE 4 Continued

Functional Category, Location Grouping and Point	Airport/Landing Strip			Seaplane Base		Licensed Charter Facilities, Companies and Aircraft At Base		
	Operator	Length (Meters)	Serviced	Operator	Serviced	Company and Type of License	Planes	Own or Lease
Attawapiskat				Austin Airways Ltd	No			
Bearskin Lake	MTC	1068 gravel	Yes					
Bearskin Lake				Hudson Bay Co.	No			
Big Trout Lake	MTC	1037 clay	Yes					
Big Trout Lake				Bearskin Lake and Big Trout Lake Air Services	Yes	Bearskin Lake Air Service (Class 4 open)		
						Big Trout Lake Air Services	Cessna 180 (2)	0
						Brian Barfoot Big Trout Lake (Class 4 open)	Cessna 185 Cessna 206	
Cat Lake				Hudson Bay Co.	No			

TABLE 4 Continued

Functional Category, Location Grouping and Point	Airport/Landing Strip			Seaplane Base		Licensed Charter Facilities, Companies and Aircraft At Base		
	Operator	Length (Meters)	Serviced	Operator	Serviced	Company and Type of License	Planes	Own or Lease
Deer Lake	MTC	1068 gravel	No					
Deer Lake				Reid's Hinterland Camps	No			
Fort Albany	MTC	1068 gravel	No					
Albany River				Austin Airways Ltd	No			
Fort Hope	MTC	1068 gravel	No					
Fort Severn	MTC	1068 gravel	No					
Kasabonika Lake	MTC	1068 gravel	No					
Kasabonika Lake				Kasabonika Indian Band	No			

TABLE 4 Continued

Functional Category, Location Grouping and Point	Airport/Landing Strip			Seaplane Base		Licensed Charter Facilities, Companies and Aircraft At Base		
	Operator	Length (Meters)	Serviced	Operator	Serviced	Company and Type of License	Planes	Own or Lease
Kashechewan	MTC	1068 gravel	No					
Kingfisher Lake				King-fisher Lake Band	No			
Lansdowne House	MTC	1068 gravel	No					
Attawapiskat Lake				Austin Airways Ltd				
Muskrat Dam Lake				Nakina Outpost Camp	No			
North Spirit Lake				North Spirit Lake Band	No			

TABLE 4 Continued

Functional Category, Location Grouping and Point	Airport/Landing Strip			Seaplane Base		Licensed Charter Facilities, Companies and Aircraft At Base		
	Operator	Length (Meters)	Serviced	Operator	Serviced	Company and Type of License	Planes	Own or Lease
Ogoki	MTC	610 gravel	No					
Pikangikum	MTC	1068 gravel	No					
Pikangikum				Pikangikum Air Services Ltd	No	Pikangikum Air Services Ltd W.W.T. Wright Box 1970 Kenora P9N 2X8 (Class 4 open)		
Poplar Hill (Berens River)				Poplar Hill Indian Band	No			
Round Lake (Weagamow)	MTC	1068 gravel	No	Weagamow Corporation	No	Weagamow Corporation Round Lake ROH 2J0 (Restricted to Band)		
Weagamow Lake				Slate Falls Airways	No	Slate Falls Airways (See Sioux Lookout)		

TABLE 4 Continued

Functional Category, Location Grouping and Point	Airport/Landing Strip			Seaplane Base		Licensed Charter Facilities, Companies and Aircraft At Base		
	Operator	Length (Meters)	Serviced	Operator	Serviced	Company and Type of License	Planes	Own or Lease
Sachigo	MTC	1068 gravel	No					
Sachigo Lake				Sachigo Lake Indian Band	No			
Sandy Lake	MTC	1068 clay	No					
Sandy Lake				Tomahawk Airways Ltd	Yes	Tomahawk Airways Ltd (Big Hook Airlines Ltd) T. Brotherston Sandy Lake POV 1V0 (Class 4 open)	Cessna 185 Cessna 206 CessnaC402	0 0 0
East English Lake				Big Hook Wilderness Camp	No	(See Tomahawk Airways Ltd. Above)		
Slate Falls (Bamaji Lake)				Slate Falls Trading Company	No	(See Slate Falls Airways Ltd, Sioux Lookout)		

TABLE 4 Continued

Functional Category, Location Grouping and Point	Airport/Landing Strip			Seaplane Base		Licensed Charter Facilities, Companies and Aircraft At Base		
	Operator	Length (Meters)	Serviced	Operator	Serviced	Company and Type of License	Planes	Own or Lease
Summer Beaver				Fort Hope Band	No			
Wapekeka (Angling Lake)				Wapekeka Indian Band	No			
Webequie	MTC	1068 gravel	No					
Winisk	MTC	1525 gravel	Yes					
Winisk River				MTC	Yes			
Wunnumin Lake				Wunnumin Lake Band	No			

Source: References [9], [14], [15], [16]

The construction and operation/maintenance costs for the remote airstrips are indicated in Table 5. There is a considerable range in the capital charges, but in many cases this is a reflection of the stage of completion by 1980/81. In general, costs for the completed strips and related facilities are in the order of $1.0 to $1.5 million. For the busy airports, operation and maintenance costs range from $30,000 to $80,000 annually.

The listing of the charter aircraft companies based at the various airports and seaplane facilities is of major interest from the standpoint of the logistics of current and future tourism development in general and sportcamp operations in particular. Some explanatory comment, therefore, is desirable.

One company may be licensed to operate out of several bases. For example, Austin Airways Ltd. has main bases at Timmins, Moosonee and Pickle Lake. Hearst Air Services Ltd. holds licenses for Hearst airport, Carey Lake seaplane base and their Calstock strip. Occasionally, services are operated jointly by companies, and it appears that there is a considerable amount of reciprocity involved in the use of seaplane bases on a short-term basis.

In some cases seaplane bases are operated by individuals or groups that do not have a charter to operate an air service. The water bases in remote Indian settlements that are operated by local bands are cases in point. Lindmeier's North Shore Lodge operates a 610 meter (2000 foot) ground strip at Eagle River and a seaplane base in Eagle Lake but does not have planes. Seaplane bases operated by Minaki Lodge and by Margo Seefield on Roughneck Lake represent similar situations.

Some airports, or more properly airstrips, listed in the table are private, non-licensed facilities. The strip at Vermilion Bay owned by Machin Township and operated by Wilderness Enterprises is an excellent example, as is that at Eagle River maintained by Lindmeier's North Shore Lodge.

The disposition and scale of the fleets of the various schedule and charter companies can change considerably in response to shifting market conditions. Rented aircraft can be given up, planes sold and the numbers at specific points quickly decreased or increased. In effect, this aspect of the pattern shown in the accompanying table should be regarded more as a general indication of scale rather than a precise accounting of the situation. Moreover, it is essential to note that the focus of this portion of the inventory of infrastructure is on charter operations that are significant for tourism development in remote locations in Ontario North of 50°. No attempt was made to document the full range of planes available for scheduled and freight services at these points. In effect, only the aircraft considered to be important in the transportation of sportsmen and supplies to remote outpost camps are included, and in some cases even these data could not be fully obtained from central documentary sources.

The air carriers listed in the table display a highly varied pattern of involvement in and dependence on tourism in general and hunting and angling camp operations in particular. In some cases, as for example Pine Air, the carrier is almost entirely dependent on sportcamp operations, the air operations being essentially an integral component of the overall development. In other cases, as for example, Hearst Air Services Ltd., Lindbergh's Air Service Ltd. and Nakina Outpost Camps, the carrier operates a number of sportcamps as an individual company or as a subsidiary type of enterprise. In these cases, the sportcamps may generate a substantial proportion of the total charter air business; the transport of passengers and freight to remote settlements, to mining exploration areas and to other points of economic activity represents the other market components. It is clear, however, that a large percentage of the carriers listed in the table, particularly the smaller operations, rely heavily on the tourism business to remain solvent and to generate a reasonable profit margin under operating account. Finally, there are some carriers that are only peripherally involved, as for example, the helicopter services out of Pickle Lake that may fly out a few trophy animals during a fall hunting season.

Patterns of Gateway, Collection and Distribution Centres

The primary gateway facilities include the airports of Timmins, Thunder Bay and Winnipeg. No information has been provided respecting the type and scale of the aircraft based at these points. This is not of major consequence in relation to air transport infrastructure for tourism development in Ontario North of 50°, except to note that the situation is satisfactory, since the airports can handle the full range of aircraft on the transcontinental routes that have meaning in the situation under study.

As stated, these are the terminal points of Class 1 scheduled services of Air Canada, Nordair, Canadian Pacific Airlines and Northwest Orient, from which the tourist or sportsman transfers for travel to collection and distribution points by regional scheduled air carriers, charter air services or, in some cases, ground transportation. European anglers and hunters and Americans travelling by air from the distant southwest who are guests of sportcamps to the north of Kenora are currently transported by chartered bus or taxi from Winnipeg. Those deplaning at Timmins for camps to the north will travel by taxi to the float plane bases at Lillabelle Lake just north of Cochrane or be picked up by arrangement with the host camp operators. From these gateway airports frequent Class 2 and Class 3 scheduled services are available to collection and distribution centres such as Sioux Lookout, Red Lake, Hearst and Moosonee. From there they may obtain charter flights to fly-in locations, or connections can be made with other Class 3 scheduled services to the remote settlements in Ontario North of 50°.

TABLE 5

CONSTRUCTION AND MAINTENANCE COSTS FOR REMOTE AIRPORTS IN ONTARIO NORTH OF 50°
FISCAL YEARS 1968/69 TO 1980/81

Airport	1968/69 to 1972/73	1973/74 to 1980/81			1968/69 to 1980/81
	Construction and Maintenance $ (000)	Construction $ (000)	Maintenance		Total Construction and Maintenance $ (000)
			Total $ (000)	Average[1] $ (000)	
Armstrong	-	126.1	-	-	126.1
Attawapiskat	280.7	981.4	497.5	71.1	1,759.6
Bearskin Lake	-	735.5	161.5	82.5	897.0
Big Trout Lake	250.4	240.7	689.4	98.5	1,180.5
Deer Lake	-	1,264.6	38.6	30.0	1,303.2
Fort Albany	90.9	105.9	220.0	31.4	416.8
Fort Hope	6.7	831.8	483.8	69.1	1,322.3
Fort Severn	138.8	1,049.5	539.8	77.1	1,728.1
Kasabonika	-	320.8	-	-	320.8
Kashechewan	-	1,099.8	204.7	29.2	1,304.5
Lansdowne House	-	962.8	292.4	41.8	1,255.2
Ogoki	-	252.2	49.8	49.8	302.0
Pickle Lake	66.2	1,581.2	437.9	62.5	2,085.3
Pikangikum	-	966.8	537.7	76.8	1,504.5
Round Lake	-	522.6	449.3	64.2	971.9
Sandy Lake	321.8	412.6	613.7	87.7	1,348.1
Sachigo Lake	-	1,327.6	23.0	11.5	1,350.6
Webequie	-	1,562.7	164.4	82.2	1,727.1
Winisk	82.9	34.8	1,074.8	153.5	1,192.5

Source: Reference [15]

[1]Average for operating period; not all airports were operating for the full 7-year period 1973/74 to 1980/81. No maintenance costs are shown for Armstrong.

The airport and seaplane facilities of collection and distribution centres are undoubtedly the key element in the current tourism air transport pattern for northern Ontario. Here are the nodal points towards which the tourists travelling solely by air move using scheduled Class 2 and 3 services. More importantly, these are the centres to which the automobile travelling sportsman currently moves to obtain charter services to fly-in camps.

From the standpoint of tourism, it is important to note that the system now in place was developed to meet the needs of remote fly-in sportcamps essentially to the south of the 7th and 11th baselines and the Albany River and is now in a position of considerable uncertainty. The areas within about a 150-kilometer radius of the focal points that the system was designed to serve are becoming increasingly accessible to automobiles and camper trucks due to new and improved highway construction and in particular to forest and mining access roads that are open to the public. In effect, the wilderness supply foundations of the remote fly-in sportcamps are under attack and may crumble in large part. Moreover, the charter air service pattern will obviously be affected as sportcamp development opportunities in more northerly locations are exploited. Finally, if new roads are opened, or existing ones extended northward, the tendency to locate the collection and distribution float plane and airstrip bases at, or as close as possible to, terminal points to reduce expensive air transport costs will exert an effect. For example, some operators are considering moving from their Dona Lake base in the Pickle Lake area to a lake about 80 kilometers north on the Pickle Lake Northerly Road. If a road were built to Fort Hope, charter services would perhaps develop here on a modest scale as they did in areas to the south. Southern operators may move north to fill the demand or native-owned and -operated facilities may be developed. Finally, there could be a movement away from float plane services at outpost camps and towards the construction of gravel strips as wheeled aircraft are more economical to operate. At Kapiskau goose hunting camp on the James Bay coastline to the south of Attawapiskat, the development of a gravel strip on the estuary flats has been under discussion for some time. Gravel strips at Hannah Bay and Tidewater goose hunting camps on the coast of James Bay to the east of Moosonee would improve operational efficiency and considerably reduce logistical costs.

In summary, it appears that the gateway facility pattern will persist and increase in importance with any growth in the international and long-distance North American air travel market. The current central collection and distribution facility component of the network will remain intact in the immediate future. However, it has likely reached its zenith, and shifts in pattern with the outright decline of some centres are highly possible as the supply foundations of the sportcamps in southern parts of Ontario North of 50° are eroded, particularly by road access. The remote communities North of 50° now have the required land strips and sea plane bases to support extensive tourism development. Locally based concentrations of charter planes, possibly but not necessarily native-owned and operated, are likely to develop at some points. Some remote camps are likely to introduce gravel landing strips and this could become quite widespread in less than a decade.

As regards remote community airstrips and seaplane bases, the transport infrastructure for tourism development in Ontario North of 50° is in the formative stages with the ultimate pattern dependent on the timing, scale and type of tourism industry that emerges. With the exception of Cat Lake, Kingfisher Lake, Poplar Hill, Summer Beaver and Wunnummin Lake, ground strips are now in place at all larger isolated native settlements. Moreover, there will undoubtedly be a steady improvement in navigational and service facilities as traffic mounts, particularly if tourism develops on a substantial scale.

For some types of tourism, the present infrastructure is adequate and awaits full exploitation. Operators of guided wilderness package tours involving canoe or snowmobile trips that start from the remote settlements could bring guests to the community landing strips using scheduled Class 2 or 3 air services, or chartered services from connector and distributor airports to the south or from road-head points. Landscape tours involving a series of remote community visits, perhaps with local water and ground tours, could be similarly handled. For some hunting and fishing sportcamp operations within water travel distance of the communities, such as Bug River fishing camp from Big Trout Lake, the goose camps from Fort Severn, or the Winisk River wilderness camps from Webequie, the strips represent the final air travel destination.

Some hunting and fishing camps situated a considerable distance from the remote settlements must be accessed from the settlements by air. Moreover, there are likely to be considerably more in the future, possibly all native-owned and -operated. At key points such as Big Trout Lake or Sandy Lake, there is a strong possibility that a local concentration of charter planes will develop.

GROUND TRANSPORT

This wide-ranging aspect of the transport infrastructure for tourism in Ontario North of 50° includes highways, roads, winter roads, snowmobile trails and railways.

HIGHWAYS

A cautionary note is necessary at the outset. The vehicle transport network is composed of several different types of facilities performing different functions, including the King's, secondary and tertiary highway network of the Ministry of Transportation and Communications (MTC), together with the extensive road system constructed and maintained by the Ministry of Natural Resources (MNR) and to some extent by private companies. This exposition of highway patterns is followed by a detailed examination of various roads under the jurisdiction of MNR and private companies. The nature and functions of both systems must be recognized in tourism planning for Ontario North of 50°.

Classification System of the Ministry of Transportation and Communications

All highways are under the administrative authority of the Ministry of Transportation and Communications, and are classified by that agency as King's, secondary and tertiary (Table 6).

The King's and secondary highways are planned, constructed and maintained by the Ministry of Transportation and Communications. In northern Ontario, however, meetings are held three or four times a year with officials of the Ministry of Northern Affairs (MNA) to discuss transportation priorities. In this manner an overall social and economic perspective and political dimension are added to the program of MTC.

Tertiary highways, such as No. 808 northward from Pickle Lake to its junction with the Windigo Road, are physically planned and maintained by MTC. Policy and priority planning and final decisions to proceed with maintenance and improvements rest with the Northern Ontario Resources Transportation Committee (NORTC) which funds the work through an annual journal entry transfer payment to MTC.

There are no plans by MTC or NORTC for the construction of new tertiary highways in Ontario North of 50°. Tertiary Highway 808 north of Central Patricia may be downgraded shortly to a non-status road maintained by NORTC.

TABLE 6

HIGHWAY CLASSIFICATION SYSTEM OF THE MINISTRY OF TRANSPORTATION AND COMMUNICATIONS

King's Highways - Numbered 199 or lower

- Main inter-regional and inter-provincial travelways
- Planned, constructed and maintained by MTC but in northern Ontario with discussion of priorities with the Ministry of Northern Affairs on the basis of three or four meetings a year
- Only three King's highways are within or penetrate Ontario North of 50°, including:

  # 72 - Dinorwic/Sioux Lookout
  #105 - Red Lake Highway
  #125 - Red Lake/Cochenour

  The Detour Lake Road will probably be in this category.

Secondary Highways - Numbered 500 to 699

- Major feeders to the King's highways
- Planned, constructed and maintained by MTC with input from MNA as for King's highways
- There are several secondary highways that penetrate, or are wholly within, Ontario North of 50° including:

  #527 - Thunder Bay to Armstrong
  #584 - Geraldton to Nakina
  #596 - Kenora/Minaki/Whitedog
  #599 - Ignace to Pickle Lake and Otoskwin River
  #618 - Red Lake to Starrat Mine
  #642 - Sioux Lookout to Silver Dollar
  #643 - Nakina to Aroland

Tertiary Highways - Numbered in 800's

- Designated as public roads under Part 6 of the Highways Act
- Engineering, planning, construction and maintenance by MTC with policy and priority planning by the Northern Ontario Resources Transportation Committee (NORTC); funds for construction and maintenance transferred from NORTC to MTC by a journal entry
- Only two tertiary roads are found in Ontario North of 50°:

  #804 - Ear Falls to power site at Lower Manitou Falls
  #808 - Pickle Lake to Windigo Road

A Functional Classification and Historical Perspectives

Approach

While it is useful for tourism interests to become familiar with the foregoing administrative functional classification in order to facilitate discussions with MTC and NORTC, something more incisive is required for tourism planning and development in Ontario North of 50°. To meet these needs the accompanying tourism functional classification has been prepared within a broad geographic frame of reference (Table 7). In addition, highway lengths, functional classifications, annual average daily traffic (AADT) volumes and summer average daily traffic (SADT) volumes are shown for selected stretches or sections considered to have significant implications for tourism planning. The spatial pattern is clearly displayed on the accompanying map of ground transport infrastructure. Each highway is discussed in the text, frequently with important historic annotations added.

A large part of the network mapped and described lies well beyond and to the south of Ontario North of 50°. The intent is simply to provide a necessary general appreciation of the nature of the highway travel arteries and tourist movements on the southern margins of Ontario North of 50° that set the broad limits of market opportunities. Moreover, the network provides some explanatory foundation for the patterns of highways that actually penetrate the study area.

The early history of highways and roads is important for describing and explaining the advance of the frontier and the individual thrust corridors of remote sportcamp development, the major collection and distribution centres for charter air transport to the camps, and the sequential aspects of the establishment of roadside motel/cabin/resort facilities. Therefore, historic information related to highway and road construction is included in the discussion of the individual highways. It is stressed, however, that the discussion is confined to features of significance for tourism that could be fairly readily obtained from central documentary sources. No attempt is made to present a comprehensive historic account of highway development in northern Ontario. No such history has been prepared to date. Moreover, it may be an extremely difficult, time-consuming and, in some cases, almost impossible task to accurately document the early history of some highways or portions of them.

The dates on which the Ministry of Transportation and Communications, or its predecessors, assumed responsibility for any highway are easily determined, as is the history of improvements thereafter. It is the story of a highway prior to that date that is frequently difficult or impossible to ascertain. Many roads were in use by local residents and tourists long before they were taken into the highway system. This is particularly true of main haul logging and timber roads, on the margins or in terminal areas of which a commercial tourism industry developed based on road travel. In the cases of King's Highway 17 from Thunder Bay westward and Highway 11 from

Cochrane westward, completion was to a large extent a matter of linking up local systems of trade and social travel roads developed around populated centres in response to the introduction of automobiles and the efforts of local auto clubs. Moreover, relatively long-distance travel links often developed separately at the eastern and western or northern and southern extremities of routes, as well as in the midsections of routes, leaving short final connecting sections to be finished at a later date.

The initial commentary is restricted to King's, secondary and tertiary highways. Industrial roads, non-status roads and the Local Roads Board Program under the jurisdiction of the Ministry of Transportation and Communications are reviewed immediately following.

From the standpoint of the objectives of this study it is most productive to approach the discussion and functional classification of the provincial highway network within the framework of two major geographic regions that reflect important differences in tourist travel and origin/market patterns. The eastern regional network extends from the general area of Lake Nipigon in the west to the Ontario/Quebec boundary and the western regional network extends westward from Lake Nipigon to the Ontario/Manitoba boundary. The Highway 11 - Highway 17 route between Thunder Bay and Nipigon represents a bridging type of facility.

Eastern Regional Network

In terms of tourism development in the eastern part of Ontario North of 50°, the Eastern Regional Highway Network can be viewed as the basic ground travelway system. It moves anglers and hunters from the populated centres of the lower Great Lakes and the eastern seaboard of North America to collection and distribution centres for charter air services to remote fly-in sportcamps or to staging areas for wilderness canoe adventure travels from the headwater areas of streams leading to tidewater. In essence, the highway network roughly parallels the east to west alignment of the 50° north latitude, and penetrates the southern sections of the study area only via Highway 584 northward from Geraldton to Nakina. For the area immediately to the south of Ontario North of 50°, Highway 11 represents a central or core artery of a landscape tour across northern Ontario, although it is secondary to the Lake Superior route of Highway 17. The system also supports destination vacations at resorts and provincial parks in the immediate vicinity of Highway 11 and nearby road-accessible sportcamp operations. Overall, however, the network is far more important to the area south of 50° than it is to Ontario North of 50°.

King's Highway 11 is a primary stem of Ontario's highway system. It has four main components, Toronto to Cochrane, Cochrane to Geraldton, Geraldton to Nipigon and Thunder Bay, and Thunder Bay to Kenora. Each has a distinct history and function related to the

ONTARIO NORTH OF 50°

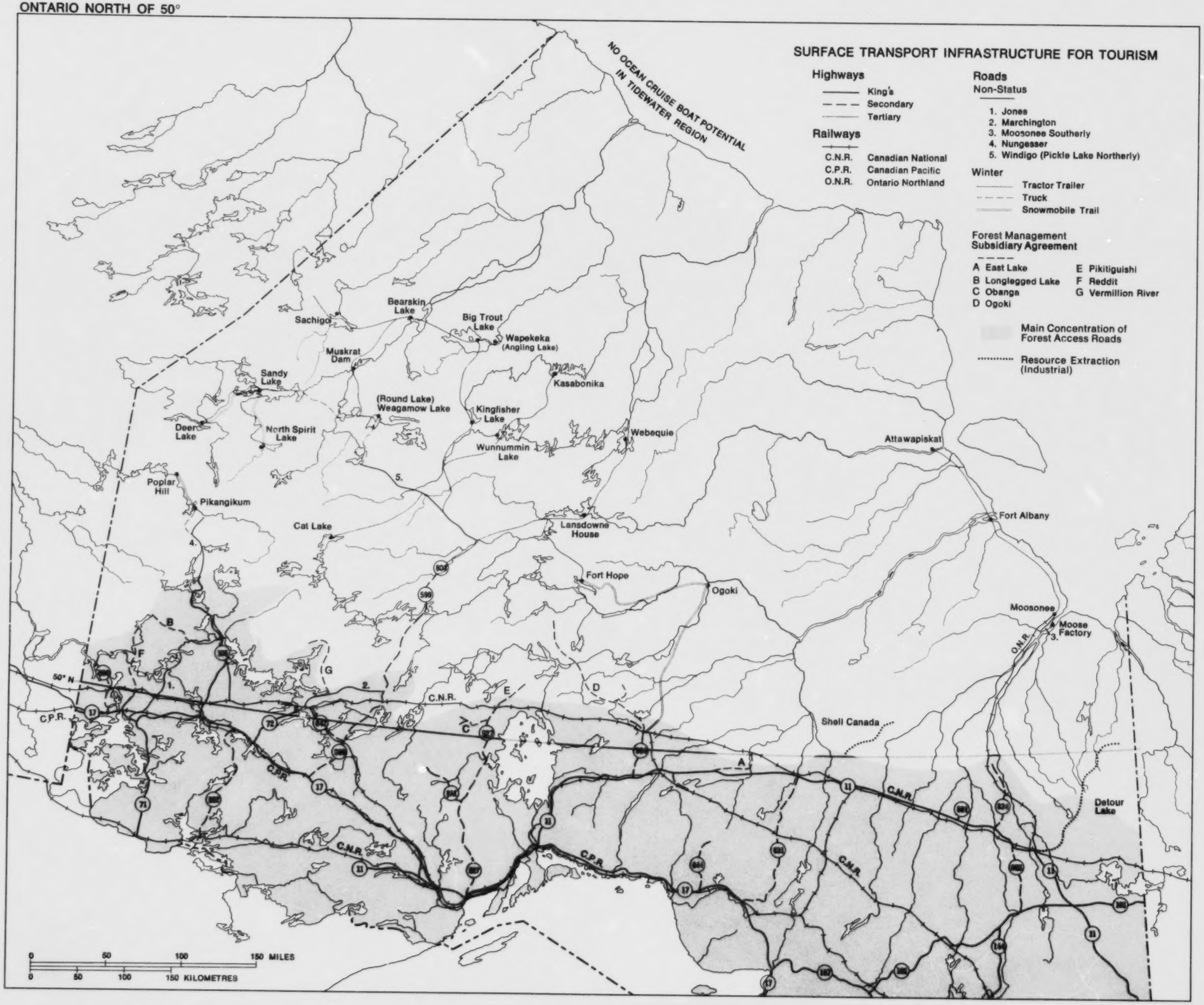


TABLE 7

A FUNCTIONAL CLASSIFICATION OF KING'S, SECONDARY AND TERTIARY HIGHWAYS RELATIVE TO TOURISM IN ONTARIO NORTH OF 50° TOGETHER WITH TRAFFIC VOLUME INFORMATION

Networks, Functional Classes and Individual MTC Highways	Traffic Volume 1980			
	Class[1]	AADT[2]	SADT[3]	DIFF[4]
I **Eastern Regional Network** (East Lake Nipigon to Ontario/Quebec boundary)				
A. **Primary South to North Regional Access Routes** (Carry long-distance tourist traffic to the area immediately south of Ontario North of 50°)				
1. King's Highway 11 Toronto-Cochrane (710 km)	IT	1850	2250	400
1(a). Secondary Highway 655 - Timmins-Cochrane Alternate (75km)	SC	550	590	40
2. King's Highway 11 Nipigon-Jellicoe (104 km)	IC	1200	1450	250
3. King's Highways 129 & 107	LT	300	480	180
Sault Ste. Marie-Timmins (515 km)	LT	525	840	315
4. King's Highway 144 Sudbury-Timmins (295 km)	LT	650	1050	400
5. King's Highway 631 White River-Highway 11 (172 km)	LT	200	320	120
B. **Primary East/West Travel Distribution Artery** (Carries traffic across the area south of Ontario North of 50° or to collection and distribution points for air or water travel North of 50°)				
1. King's Highway 11	IT	1700	2050	350
Cochrane-Jellicoe (516 km)	CTR	900	1300	400

TABLE 7 Continued

Networks, Functional Classes and Individual MTC Highways	Traffic Volume 1980			
	Class[1]	AADT[2]	SADT[3]	DIFF[4]
C. Northerly Penetration Routes (Carry tourists north of Highway 11)				
1. Detour Lake Road Secondary Highway 652 to Detour Lake (158 km) - Under Construction		Not Yet Open		
2. Secondary Highway 579 Cochrane-ONR (35 km)	IC	300	360	60
3. Secondary Highway 634 Smooth Rock Falls-Fraserdale (73 km)	SC	300	320	20
4. Secondary Highway 581 Moonbeam-Remi Lake Provincial Park (6 km)	LT	900	1450	550
5. Secondary Highway 663 Highway 11-Calstock (6 km)	SC	350	380	30
6. Secondary Highway 584 Geraldton-Nakina (66 km)	HR	650	1350	700
6(a). Secondary Highway 643 Highway 584 - Aroland(19 km)	HR	150	310	160
II Western Regional Network (West Lake Nipigon to Ontario/ Manitoba boundary)				
A. Primary East/West Distributor Highway (Carries tourists into and across the region immediately south of 50° North to northern access highways and roads)				
1. King's Highway 17 Nipigon-Thunder Bay-Manitoba boundary (640 km)	LT LT T T	3100 1700 2150 3000	4950 2700 4150 5800	1805 1000 2000 2800

TABLE 7 Continued

Networks, Functional Classes and Individual MTC Highways	Traffic Volume 1980			
	Class[1]	AADT[2]	SADT[3]	DIFF[4]
B. South/North Feeder Highways (Carry tourists into or close to the south margins of Ontario North of 50°)				
1. King's Highway 61 Pigeon River-Thunder Bay (41 km)	TR	1450	2100	650
2. King's Highway 71 Barwick-Longbow Corners (157 km)	HT	1000	2150	1150
3. Secondary Highway 502 Highway 11-Dryden (283 km)				
C. Northerly Penetration Routes (Carry tourists into or close to the south margins of Ontario North of 50°)				
1. Secondary Highway 596 Kenora - Whitedog (81 km)	IC	500	610	110
2. Secondary Highway 666 Kenora - Redditt (31 km)	C	230	230	-
3. Secondary Highway 647 Vermilion Bay - Blue Lake Provincial Park (8 km)	HT	350	750	400
4. King's Highway 105 Vermilion Bay - Red Lake (169 km)	IC	900	980	80
	SC	675	730	55
4(a). King's Highway 125 Highway 105-Cochenour (13 km)	VC	1150	1200	50
4(b). Secondary Highway 618 Red Lake-Starratt Olsen Mine (15 km)	IC	350	420	70
4(c). Secondary Highway 657 Ear Falls-Gold Pines (6 km)	SC	400	430	30
4(d). Tertiary Highway 804 Ear Falls-Lower Manitou Falls (21 km)				
4(e). Secondary Highway 609 Highway 105-Clay Lake (15 km)	IC	125	150	25

TABLE 7 Continued

Networks, Functional Classes and Individual MTC Highways	Traffic Volume 1980			
	Class[1]	AADT[2]	SADT[3]	DIFF[4]
5. Kings Highway 72 Dinorwic-Sioux Lookout (69 km)	LT	400	640	240
5(a). Secondary Highway 664 Patricia Corners - Hudson (17 km)	UC	600	630	30
6. Secondary Highway 642 Sioux Lookout - Silver Dollar (Links Hwy 72 & 559) (78 km)	SC	150	160	10
7. Secondary Highway 599 Ignace-Central Patricia (298 km)	IT	275	400	125
7(a). Secondary Highway 646 Central Patricia-Pickle Lake (8 km)	SC	750	810	60
7(b). Tertiary Highway 808 Central Patricia- junction with Pickle Lake Northerly (59 km)				
8. Secondary Highway 527 Highway 11/17-Armstrong (242 km)	LT	100	160	60

Source: Reference [27]. No traffic volume information is given in this report for tertiary highways.

[1]Highway sections were classed functionally by MTC as follows with only those classes marked with an asterisk appearing in the table above:

Displaying Low Variation in Traffic Volume Flow Between Seasons - Commuter Highways

* UC - Urban Commuter
* SC - Suburban Commuter
* C - Commuter

Displaying Intermediate Variation in Traffic Volume Flow Between Seasons - A Blend of Several Types of Traffic is Characteristic

* IC - Intermediate Commuter
CR - Commuter Recreation
IR - Intermediate Recreation
*CTR - Commuter/Tourist/Recreation
* IT - Intermediate Tourist

Displaying High Variation in Traffic Volume Flow Between Seasons - Due Mainly to Tourism

* LT - Low Tourist
* T - Tourist
* HT - High Tourist

Displaying High Variation in Traffic Volume Flow Between Seasons - Due Mainly to Recreation

LR - Low Recreation
R - Recreation
* HR - High Recreation

[2]AADT - Average Annual Daily Traffic, which is defined as the average 24-hour, two-way traffic volume from January 1 to December 31.

[3]SADT - Summer Average Daily Traffic, which is defined as the average 24-hour two-way traffic volume from July 1 to August 31.

[4]DIFF - Represents the difference between the AADT and the SADT. Not all of the DIFF shown in the table can automatically be attributed to tourism, even in the case of roads classed as LT, T or HT. Some portion often represents increased local resident recreation travel and increased general economic activity in the area.

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development of tourism in Ontario North of 50°. In this discussion of the Eastern Regional Network in northern Ontario, Highway 11 and the highway network to its south are described first. The description then turns to the secondary highways extending to its north.

The south-to-north Toronto to Cochrane component (710 km) feeds traffic to the eastern gateway approach to Ontario North of 50° and to the Polar Bear Express.

The southern sections of the route between Toronto and Lake Simcoe were built in the early years of Upper Canada. Under timber harvesting and settlement programs the road reached North Bay and extended westward through Sudbury to Sault Ste. Marie. In 1923, the Ninth Annual Road Tour of the Michigan Pikes Association Inc. and the Detroit Automobile Club encompassed a 2700 kilometer (1700 mile) "Champlain Trail Tour" from Detroit across southern Ontario to Ottawa, up the Ottawa Valley to North Bay, thence to Sault Ste. Marie and south through Michigan to the starting point at Detroit. The entire trip was completed in 21 days in July [20].

The portion of the route from North Bay to Cochrane (375 km) known as the Ferguson Highway was completed in 1927. It would be interesting to know the extent of private investment in the tourism sector at this early date. It would appear that angling and hunting sportcamps did not emerge until the 1940's in the vicinity of Cochrane but historic research may press this date backward considerably.

King's Highway 11 in a 6.9-km stretch between Porquis Junction and the Nellie Lake Road was classed in 1980 as an Intermediate Tourist route having an Average Annual Daily Traffic (AADT) count of 1850 vehicles, a Summer Average Daily Traffic (SADT) count of 2250 and a comparable winter season count of 1550 [27]. In the period July 1 to August 31, encompassing the SADT, traffic volume exceeds the AADT by about 400 with the increase representing both tourist vehicles and local recreation travel.

Some tourist traffic in the area moving along Highways 144 and 101, or diverting from Highway 11 to visit Timmins before going on to Cochrane or Smooth Rock Falls and points on Highway 17 to the west, may use Secondary Highway 655. If the comparable estimate of 30, observed for Secondary Highway 655, is added to the 400 previously noted for Highway 11, a total of 430 is obtained. This is a fairly modest volume movement that is far below a comparable figure of 1900 for Highway 17 between Wawa and White River.

The south to north-northeast Nipigon to Geraldton component (160 km) was completed in the 1930's. By 1930, Highways 17 and 11 linked Thunder Bay to Nipigon. In 1936-37, Highway 11 was extended to Orient Bay and by 1941 Nipigon was linked to Geraldton. A sportsman or tourist then could move from Minneapolis and Duluth to the area to the west of Lake Nipigon by highway.

In 1980, the 46.1-km section of the highway between Nipigon and Orient Bay was classed as Intermediate Commuter [27]. The AADT count was 1200 and the SADT 1450. The difference of 250 represents both tourist travel and local commuter traffic, and apparently contains a reasonably high percentage of the latter.

The Cochrane to Geraldton component representing the through travelway corridor and distribution stem of King's Highway 11 was completed in stages and sections between 1927 and 1947. As early as 1928,

a 16-km section westward from Hearst to the junction of the CNR and the Algoma Central Railway was finished. In that year construction east from Kapuskasing and westward from Cochrane also was underway. By 1930 there was a continuous highway from Cochrane through Kapuskasing to Opasatika. Between 1935 and 1936 the road was made continuous from Cochrane westward through Hearst to Pennault Falls. The gap between Geraldton and Hearst was finally closed in 1947. Interestingly, this was 15 years before a through route between North Bay and Thunder Bay was opened in 1961 via Highway 17. During this period Highway 11 enjoyed a monopoly position in an all-Canada trans-northern Ontario landscape tour by automobile.

In the 20-year period from 1927 to 1947, when the central through-way sections of Highway 11 were under construction, there was considerable investment in roadside cabin and early motel-type accommodation to meet the needs of the motorist travelling for business or pleasure, particularly for angling and moose hunting in adjacent lake and river areas. Gradually the camps were extended to remote areas using logging roads and fly-in operations. Probably little if any of the highway tourism development of this period extended into Ontario North of 50°.

Tourist traffic on this component of Highway 11 is modest, in a comparative provincial perspective, as indicated by the following data for 1980 [27]. The 31-km stretch between Opasatika and Mattice, classed as an Intermediate Tourist travelway, displayed an AADT of 1700 and an SADT volume of 2050. The difference of 350 represented both tourist traffic and increased local resident recreation and landscape touring activity. In the 38.8-km section from Highway 663 to Calstock and Highway 631 to Hornepayne, classed as a Commuter/Tourist/Recreation travelway, the AADT was 900 and the SADT 1300. The 400 increase in the summer season represented tourist and, to a considerable degree, local recreation traffic. At no point is the traffic flow on this highway at any season of the year classed as Tourist or High Tourist. Differences of 350 to 400 between the AADT and the SADT, possibly no more than 70 per cent of which could be claimed to represent tourists coming from outside the local area, are characteristic.

Although the entire section of King's Highway 17 from North Bay to Nipigon cannot be regarded as a major route leading tourists towards Ontario North of 50°, a brief summary of its historic evolution is of interest. The section from Sault Ste. Marie northward to White River to connect with Highway 631 leading through Hornepayne to Highway 11 is, however, of some significance.

As previously noted, Highway 17 between North Bay and Sault Ste. Marie was open as early as 1923 and perhaps a year or two earlier. The connection to Fort William was made by rail, steamboat or travel through the USA by highways and roads. In 1927, construction on present Highway 17 was completed to about 32 km west of Sault Ste. Marie. Construction also proceeded eastward from Nipigon so that by 1942 only a gap between Wawa and Schreiber remained. Over a 10-year period this was steadily closed by construction under the federal/

provincial Trans-Canada Highway Program, so that by the summer of 1961 a second all-Canadian through route from North Bay to the Manitoba border was available to the motorist.

In 1980, the 91.5-km stretch of Highway 17 between Wawa and White River, classed as High Tourist, displayed an AADT of 3600 and an SADT of 5500 [27]. The difference of 1900 in the average daily count can be considered to be largely tourist traffic because this section of Highway 17 passes through a lightly populated area. No comparable summer volume totals attributable to tourist travel traffic are experienced along Highway 11.

Secondary Highway 631, running from Highway 17 at White River through Hornepayne to Highway 11, moves tourist traffic primarily to sportcamps in the intervening area and possibly a modest number of landscape tourists and American hunters and anglers towards camps and charter plane services in the vicinity of Hearst. No precise information was obtained for this study regarding the significance of this routeway.

Highway 631 is classed as a Low Tourist travel route [27]. In 1980 the AADT flow over any segment sampled was as low as 200 and the SADT only 320. With the difference of 120 being made up of both tourist travel and increased summer local resident outdoor activity, it is likely that no more than 70 or 80 out-of-region tourists moved along the route in an average day. With many destined for resorts in the vicinity of Highway 631 itself, it is clear that Secondary Highway 631 has modest significance for tourism along Highway 11 or in Ontario North of 50°.

Secondary Highway 655 between Timmins and Highway 11 midway between Smooth Rock Falls and Cochrane is essentially an alternate or by-pass route. This highway is classed as Suburban Commuter. On the 47.1-km section south of the junction with Highway 11 it showed an AADT of 590 and an SADT of 620 in 1980 [27]. If the modest increase of 30 between the AADT and the SADT for this highway is combined with the comparable figure of 400 for Highway 11 an overall total of 430 is obtained as noted previously.

King's Highways 129 and 101, taken in combination, represent a northward artery of modest significance from Sault Ste. Marie through Chapleau and Foleyet to Timmins and the southern approaches to the eastern part of Ontario North of 50°. Highway 129 is considered a Low Tourist travelway. In the 5.7-km stretch between Five Mile Lake Provincial Park and Secondary Highway 667 to the north, the AADT traffic volume in 1980 was 300 and the SADT flow 480 [27]. Only an average of 180 vehicles travelling for all purposes, including tourism and local recreation, pass daily in both directions along this short part of the highway in the immediate vicinity of a provincial park. In the 20.1-km section of Highway 101 between Secondary Highway 616 (Palomar Rd) and the Foleyet Rd, classed as a Light Tourist route, the AADT in 1980 was 525 and the SADT 840. The difference of 315 vehicles

that is made up of tourists and increased summer local recreation traffic is only moderately high considering that Ivanhoe Provincial Park is in the immediate vicinity.

King's Highway 144 running from Sudbury to King's Highway 101 about 15 km southeast of Timmins is classed as Low Tourist in its section northward from Secondary Highway 661 (Gogama Road) to the Junction with King's Highway 101. In the final 12.2-km section between the Temiskaming/Cochrane District boundary and Highway 101, the AADT count in 1980 was 650 and the SADT 1050 [27]. The difference of 400 represents both tourist and increased local resident summer recreation travel. The latter is quite high in the vicinity of Timmins, with a population of over 45,000, and markedly depresses the percentage that could be reasonably attributed to tourism.

A number of secondary highways, most quite short in length, carry tourist and recreation traffic north of the east/west through travelway corridor component of King's Highway 11. Some that connect with Forest Management Agreement roads permit wheeled vehicle penetration a considerable distance into Ontario North of 50°. Some, like No. 581 leading from Moonbeam on Highway 11 northward to Remi Lake Provincial Park, are of no importance for tourism in Ontario North of 50°, now or in the foreseeable future.

It is useful to note that the annual average and summer average daily traffic statistics shown in the table, and noted in the commentary on individual highways, represent two-way traffic movement. Secondary highways leading northward from King's Highway 11 are dead-end roads, and hence counts must be divided in half to estimate the individual tourist and recreation volumes involved. In effect, traffic that moves northward must also move southward out of the area insofar as tourist vehicles are concerned.

The *Detour Lake Road*, financed by the Ministry of Northern Affairs and the Forest Service of Environment Canada and now under construction, extends northerly from Secondary Highway 652 at a point 17.7 km east of Cochrane, for 158 km to Detour Lake. When completed this will probably become a provincial highway. Since a separate report has been prepared by the Royal Commission on the Northern Environment dealing with this road and its impact, comment will be limited [33].

The highway will have a serious detrimental impact on remote fly-in sportcamp development in its immediate vicinity. Since the road is likely to assume provincial highway status, controlled access does not appear feasible. It is unlikely that it will generate other kinds of commercial tourism development opportunities because, from both climate and market standpoints, multi-activity resort complex development is not feasible. Roadside commercial cabin rental facilities are not likely to be built. A rapid decline of quality angling and hunting due to heavy local and regional resident use can be anticipated. Pressure will probably be exercised to obtain remote cottage sites and perhaps small subdivisions at a few points.

Secondary Highway 579, extending 35 km north of Cochrane to a point on the Ontario Northland Railway, is of limited tourist significance. In the 15.5-km section between Cochrane and Clute, classed as Intermediate Commuter, the AADT volume in 1980 of 300 increased by only 60 to give an SADT count of 360 [27]. The route is probably used mainly for local fishing and hunting activities.

Secondary Highway 634, extending 73 km northward from Smooth Rock Falls to the power development at Fraserdale, was opened in 1966. The route is classed as Suburban Commuter. In 1980 the AADT was 300 vehicles and the comparable value for the summer months 320. Clearly, the highway carries limited tourist traffic.

Secondary Highway 581, leading northward from King's Highway 11 at Moonbeam to Remi Lake Provincial Park, is classed only as Light Tourist. In 1980 the AADT count was 900 and the SADT count 1450 [27]. The difference of 550 represents both tourists and local residents on day visits and camping trips to the park. This tends to confirm only modest non-regional tourist traffic on Highway 11, as noted elsewhere in this section of the report.

Secondary Highway 663, running 10 km north of King's Highway 11 to the ground strip and seaplane base of Hearst Air Services Ltd. at Calstock, is classed as Suburban Commuter. The AADT count in 1980 was 350 and the comparable count for the summer season 380 [27].

Secondary Highway 584, extending for 66 km north of Geraldton to Nakina, involved the linking up of "bits of mining and lumber roads" in 1956. Responsibility for the highway was assumed in stages by the Ministry of Transportation and Communications in 1957 and 1959, the through route being completed about 1958. The lower kilometer of this highway from King's Highway 11 to the Hardrock Mine entrance road is classed as Light Tourist, suggesting its use by tourist traffic moving about in the general vicinity of Geraldton. The main 55-km section from the northern limits of Geraldton to Secondary Highway 643 running to Aroland is classed as High Recreation. This and its spur, Highway 643, are the sole Eastern Regional Network elements under discussion to hold this designation. In 1980, the AADT count was 650 and the SADT 1350 [27]. A percentage of the difference of 700 will be accounted for by local Geraldton resident travel, but since the population of that centre was only about 3200, it is probable that tourist traffic is significant. All anglers and hunters moving to Cordingly Lake for transport to remote fly-in sport camps travel this route.

Secondary Highway 643, running northwesterly from Secondary Highway 584 for 19 km through Aroland and just beyond, is also classed High Recreation. It is really a spur of the Geraldton/Nakina link as previously noted. Having a direct connection with Kimberly-Clark's Forest Management Area road now under construction, this could become a very significant circular tourist and hunter/fisherman travelway. If the Forest Management Subsidiary Agreement road now built to the Ogoki River and beyond is finally pushed north to Fort Hope, a critical major

access route into the central portion of Ontario North of 50° beyond the Albany River will have been established. Probably Fort Hope would then become a major air tourist collection and distribution centre commanding a substantial section of terrain in the central part of Ontario North of 50°. In 1980, the AADT Count for this highway was 150 and the comparable summer traffic volume 310 [27]. With a large percentage of the difference of 160 in the average daily flow being recreation and tourist travel, Highway 643 was classed as High Recreation. A considerable percentage of the 160 seasonal increase in traffic represents local traffic between Nakina and Aroland. Most of the increased summer traffic (700 vehicles daily) moving on Secondary Highway 584 appears destined for Nakina with only a small number of vehicles diverting to Aroland.

Summary comment on traffic volume data for the Eastern Regional Network presented in Table 7 is desirable at this point. The increase in 1980 between the AADT count and the SADT statistics for King's Highway 11 was 350 to 400 between Cochrane and Jellicoe, 440 in the eastern south-to-north feeder arterial section focused on Cochrane, and as low as 250 in the western feeder section leading from Nipigon to Jellicoe. As noted earlier, the comparable figure in 1980 for Highway 17, the southern route of the Trans-Canada Highway in the Wawa to White River section, classed as High Tourist, was 1900. Increased traffic volume in the summer months for secondary highways leading north of King's Highway 11 is limited, particularly considering that the statistics in the table must be divided by two to estimate individual vehicle parties and that a high percentage of the value must represent increased local resident summer vacation and weekend recreation travel.

From the standpoint of tourism operations and future development in Ontario North of 50°, Secondary Highway 584 from Geraldton to Nakina and its northwesterly spur to Aroland, represented by Secondary Highway 643, constitute the only significant artery. Even in this case, the increase between the AADT and the SADT is only 700 vehicles. This probably involves only 350 individual parties, a good proportion of which represent local residents in summer recreation travel. With the connection to the Fort Hope road now under construction, tourist and recreation traffic on this artery can be expected to increase sharply. As noted, if the road is extended to Fort Hope, a major tourism development thrust into the central portion of Ontario North of 50° will ensue. Attendant changes in the logistics of air transport, that is the air charter collector and distribution system, are almost certain in this part of the study area.

Western Regional Network

The Western Regional Network is fairly straightforward, as can be readily ascertained from the map and the accompanying table. King's Highway 17 from Nipigon-Thunder Bay westward through Ignace, Dryden and Kenora to the Manitoba boundary is the primary east-west distributor

stem to the south of Ontario North of 50°. Three major highways lead American traffic northward including King's Highway 71 connecting with USA 71 coming from Duluth and Secondary Highway 502 from Fort Frances. Three major routeways thrust into Ontario North of 50°, namely King's Highway 105 to Red Lake, King's Highway 72 to Sioux Lookout, and Secondary Highway 599 and its connection with Tertiary Highway 808 that in turn is linked to the Pickle Lake Northerly Road. The latter route extending northward from Ignace for 357 km represents the deepest penetration of the provincial highway system in Ontario North of 50°, approximately 295 km.

Highway 17, as the major tourist travel artery of northern Ontario, has had a long and fascinating history. Construction west of Thunder Bay to the Manitoba boundary commenced about 1913 and continued under the Northern Development Roads Program. Series of separate road sections built around population centres (Thunder Bay, Kenora, Dryden and Fort Frances) were linked and opened as a through provincial highway in 1932.

In 1913-14 the section from Kenora to Keewatin was built, and the road was pushed to Pallet by 1920. The road was opened between Fort William and Kakabeka Falls, a major tourist attraction, between 1913 and 1922. The section from Ignace to Ossaquia was built in 1922 and 1923. The Dryden to Wabigoon portion was constructed in 1920, the connection between Kenora and Dryden in 1925, and the 21 kilometers between Dinorwic and Dyment in 1927. In 1937, MTC assumed responsibility for King's Highway 17 westerly from Thunder Bay.

Highway 17 was constructed eastward from Thunder Bay to Nipigon in 1927, where it stalled until the gap was closed with Sault Ste. Marie in 1960 under the federal/provincial Trans-Canada Highway Program, as noted earlier.

Tourist traffic began to move into this east-west artery at an early date. Manitobans travelled eastward to the cottage and resort centres of Kenora, turning the train travel pattern of an earlier era into a mass automobile movement. Americans penetrated northward from Duluth at a very early date and also entered along King's Highway 71 from International Falls and Baudette.

Over its entire 637 kilometers from Nipigon to the Ontario/Manitoba border, sections of the King's Highway 17 were classified in a variety of categories in 1980 [27]. Tourism, however, is prominent throughout. The section of combined King's Highways 17 and 11 from Nipigon through Thunder Bay to Shabaqua Corners, about 35 km west of the lakehead, is classed as High Tourist outside the main urban areas. The 16.1-km section between Secondary Highway 628 (Red Rock Road) and Secondary Highway 582 (Hurkett Road) provides an indication of the situation east of Thunder Bay to the approaches to Nipigon. In 1980 the route was classed as Low Tourist. The AADT count was 3100 and the SADT volume 4950. The 1850 difference is substantial and far greater than comparable statistics for Highway 11. Apparently, however, this is made up largely of increased summer traffic of a non-tourist type.

The 58.5-km section between Secondary Highway 599 to Pickle Lake and Borups Corners about 21 km east of King's Highway 72 leading to Sioux Lookout also is classed as Low Tourist. In 1980, the AADT here was 1700 and the SADT 2700, the difference of 1000 being attributable largely to increased summer recreation travel by Dryden residents (population 6600) and tourist traffic. The 71.8-km section between Secondary Highway 647 (Vermilion Bay Road) and Highway 71 at Long Bow Corners was classed as Tourist in 1980. The AADT was 2150 and the SADT 4150. In this resort area the difference of 2000 is largely tourist traffic. The 42.3-km section from Secondary Highway 641 just west of Kenora-Keewatin to the Manitoba boundary is also classed as Tourist. The AADT was 3000 in 1980 and the SADT 5800, giving a difference of 2800 that can be attributed to both increased local summer recreation travel and tourist movement. The latter is very strong in this area.

It is important to stress that only a small percentage of the tourist vehicle traffic of the Western Regional Network noted in the foregoing statistics penetrates Ontario North of 50°. This will become apparent in the subsequent discussion of the associated feeder highways.

King's Highway 61, from the International Bridge at Pigeon River to Thunder Bay about 41 km to the northeast, was open to traffic prior to the First World War. The route links with US 61 leading directly to Duluth. In 1980 this highway was classed as Commuter/Tourist/Recreation [27]. In that year, the 33-km section from Secondary Highway 593 to Secondary Highway 608 showed an AADT of 1450 and an SADT of 2100. The increase of 650 in the summer season average daily count is not particularly large from a tourism standpoint, considering the division between travel purposes implied by the CTR class.

King's Highway 71, about 157 km in length and running between King's Highway 11 just east of Barwick on the USA border and King's Highway 17 at Long Bow Corners about 19 km east of Kenora, was classed as High Tourist in 1980. In the 56.3-km section between Sioux Narrows Bridge and Long Bow Corners, the AADT was 1000 and the SADT 2150. In the section to the south of Sioux Narrows running towards Nestor Falls the SADT reached 2550. Much of this visitor traffic is probably commuting from cottage resort areas toward Kenora for shopping and entertainment. The highway, however, is an important feeder route to Highway 17 for American traffic moving through International Falls and points to the north, some probably in Ontario North of 50°.

Secondary Highway 502, running northward to Dryden from a point on King's Highway 11 about 32 km east of Fort Frances-International Falls, provides Americans crossing into Canada with the most direct route to Red Lake or Sioux Lookout. No data are given for this highway in the 1980 traffic volume report of the Ministry of Transportation and Communications [27].

It is noted that tourists moving along the aforementioned three feeder highways to King's Highway 17 are probably destined mainly for specific locations or landscape tourist routes to the south of Ontario North of 50°. However, the statistics provide an indication of the outer magnitude or limits of the tourist traffic moving about the region of northwestern Ontario south of 50° that might be tapped. They provide a basis for roughly estimating the overall attraction of the study area for this group, as revealed by comparision with volume totals on routes leading north of King's Highway 17.

There are a number of northerly routes from King's Highway 17 that penetrate for substantial distances into Ontario North of 50°. A few that extend just to or only slightly into the area are also discussed. The pattern is much more intense and significant for tourism planning and development in Ontario North of 50° than was the case with the Eastern Regional Network.

Secondary Highway 596, running for 121 km north of Highway 17 at Kenora to Whitedog with a 6-km spur, 596A, leading to Minaki, is classed as an Intermediate Commuter route [27]. Prior to its assumption in 1976 by the Ministry of Transportation and Communications, it was a northern resources road of MNR known as the Minaki/Caribou Dam Road. In the 31.1-km section from the junction with Highway 641 to Highway 596A leading to Minaki, the AADT flow for 1980 was 500 and the SADT 610. About 40 per cent of the traffic in both cases was moving to and from Whitedog or the Islington Indian Reserve. Tourist traffic should increase on this route with the reopening of Minaki Lodge.

Secondary Highway 666, covering 31 km from Kenora to Redditt, is classed as Commuter [27]. In the final 13.6 km from Secondary Highway 659 (Coker Road) to the CNR Station at Redditt, the AADT in 1980 was 230 as was the SADT. Currently this highway is not significant for tourism. With the construction of the Minaki Crown land forest access road to the northern end of Sydney Lake it can be expected that tourist and local resident outdoor recreation travel will increase sharply, assuming public access to the road.

Secondary Highway 647, a short 8.4-km route from King's Highway 17 at Vermilion Bay to Blue Lake Provincial Park, is classed as High Tourist [27]. The AADT in 1980 was 350 and the SADT 750. In the summer increase of 400 vehicles per day, tourists moving along Highway 17 are undoubtedly highly represented. Local resident camping and day use in the provincial park, however, will be an important factor. Considering this aspect and the fact that the 400 value must be divided by two to estimate individual tourist parties, it seems that the strength of tourist traffic lingering for a short time in the vicinity of the junction of King's Highways 105 and 17 is not exceptionally large.

King's Highway 105, stretching 175 km from Vermilion Bay to Red Lake and passable for its entire length in 1946, was officially opened by the Hon. George Drew in 1947. Actually it was not officially

assumed by MTC until 1950. From Vermilion Bay to Ear Falls the route is classed as Intermediate Commuter and from Ear Falls to Red Lake as Suburban Commuter, both classifications indicating only modest tourist impact on the overall traffic flow patterns [27]. In the 64.7-km section between Secondary Highway 609 (Quibell Road) and the Onway/Lac Seul Road about a kilometer south of Ear Falls, the AADT is 800 and the SADT 930. In the 68.6-km stretch between Secondary Highway 657 (Gold Pines Road) and King's Highway 125 (Balmertown Road), the AADT in 1980 was 675 and the SADT 730. Both measurements suggest modest daily tourist traffic flow at most.

Several spurs or extension highways from King's Highway 105 require note. *King's Highway 125* running for 13 km through Balmertown to Cochenour dock was assumed by MTC in 1955, although a road connection was present since the beginning of the mining era. This is classed as an Urban Commuter facility, with the AADT for the last 9.9 km between the Red Lake-Balmertown limits and the Cochenour Dock being 1150 and the SADT 1200 [27]. This clearly indicates modest tourist movement.

Secondary Highway 618 from Red Lake to the Starratt-Olsen Mine some 15 km distant was assumed by MTC in 1972, although a road connection had been established since the beginning of mine operations in the 1950's. In 1980 this was classed as an Intermediate Commuter highway having an AADT of 350 and an SADT of 420 [27]. If a direct highway link between Red Lake and Winnipeg is developed in the future, it will likely extend westward from the mine terminal point of this highway. When the Redditt Road into the Minaki Crown forest management unit is pushed north, there could be demands for the creation of a link to Highway 518 to create a circular tourist and recreation travelway running from Kenora along King's Highway 17, northward along King's Highway 618, to link with the Redditt forest access road leading back to Kenora. Such a route should have considerable attraction for automobile landscape tourists moving about northwestern Ontario. Local anglers and hunters would use the connections to a considerable extent and there likely would be demands for short spur roads to high class areas. Some remote outpost camp operations would be annihilated in the process.

Secondary Highway 657, a 6 km route from Ear Falls to Gold Pines, is classed as a Suburban Commuter road. The AADT in 1980 ws 400 and the SADT 430 [27].

Tertiary Highway 804, leading westward from Ear Falls for 21 km to power installations on the lower falls, is not listed in the traffic volume publication of MTC [27]. However, tourist traffic in this "dead end" route must be modest.

Secondary Highway 609, in the general vicinity of the southern boundary of Ontario North of 50°, runs westward from King's Highway 105 about 13 km north of Vermilion Bay to Clay Lake about 15 km to the

northwest. The route was classed as Intermediate Commuter in 1980 with an AADT volume of 125 and an SADT flow of 150 [27].

King's Highway 72, running for 69 km from Dinorwic on King's Highway 17 northwesterly to Sioux Lookout, was opened in 1935 and became an MTC responsibility as early as 1937. Tourism development entered the area immediately thereafter. In 1980, the highway was classed as a Low Tourist travel artery [27]. In the 28.3-km section between the Moonlight Falls Camp Road in Echo Township and Secondary Highway 664 (Patricia Corners), the AADT was 400 and the SADT 640, suggesting a moderately strong tourist flow for this part of northern Ontario. Sportsmen may make increased use of this route when the forest management access road leading northward from its terminus at Sioux Lookout is completed and open to public use.

Secondary Highway 644, running westward for 17 km from Patricia Corners on King's Highway 72 to Hudson, was completed in 1936/37. It was classed as Urban Commuter in 1980 [27], when the AADT was given as 600 and the SADT 630. Tourism is clearly a modest factor in the total use of the highway.

Secondary Highway 642, running for 78 km southeasterly from Sioux Lookout to Silver Dollar on Highway 599 leading to Pickle Lake, was open as far as Alcona in 1920. It opened in the 1930's, and became known as the Old Alcona road. It was assumed by MTC as early as 1964, although not as a secondary highway. In 1974, after improvements financed by NORTC, its status was raised to its present secondary highway designation.

In 1980, the highway was classed as Suburban Commuter [27]. The AADT for the 60.3-km section from Sioux Lookout to the Abitibi Camp Road was 150 and the SADT 160. From a tourism standpoint the volume increase in the summer season is insignificant. This is clearly a local use road even though it offers a circular diversion into interesting lake country for traffic moving along King's Highway 17.

Secondary Highway 599, leading northeastward for 298 km from Ignace on King's Highway 17 to Central Patricia, penetrates farther into Ontario North of 50° than any other highway under the jurisdiction of MTC. Portions of the highway between a point about 35 km north of Savant Lake and Osnaburgh House remain gravel-surfaced.

The highway was constructed in various segments over a period of years as lumber and mining roads were improved and taken into the provincial system. There was a private winter road here in 1949. In 1954, construction began on the section between Savant Lake and Pickle Lake to bring concentrates from the mine at Pickle Lake for shipment by rail from Savant Lake to the Bruce Mine. This road section was fully completed and in operation by 1956. Construction south of Savant Lake to Valora progressed steadily between 1960 and 1964. Simultaneously, highway building northward from Ignace towards Valora was progressing, although there had been a connection between these points since 1957 and earlier via a main haul road of the Great Lakes Paper Company.

This Ignace to Valora section, opened in 1936, was part of the Industrial Roads Program of MTC begun in 1962. In 1966 the segments were linked at Valora and assumed by MTC. A through highway for 298 km from Ignace to Central Patricia was now open to public use including tourism travel.

The 60.8 km of the highway between Ignace and Valora, all of which is situated to the south of Ontario North of 50°, was classed as Low Tourist in 1980, having an AADT of 700 and an SADT of 1100 [27]. That portion of the highway between Valora and Central Patricia that lies mainly North of 50° was classed as Intermediate Tourist with an AADT of 275 and an SADT of 400 throughout. A large percentage of tourists, particularly anglers and hunters, are represented in the daily increase of 125 in the average daily summer traffic flow. A moderate-scale tourist traffic study conducted either on an individual basis or integrated with the normal traffic count studies of MTC would be useful for tourism planning in Ontario North of 50°.

Secondary Highway 646, a short 8-km route from Central Patricia on Secondary Highway 599 to Pickle Lake, is really an integral component of the latter insofar as tourism is concerned. The route was classed as Suburban Commuter in 1980 with an AADT of 750 and an SADT of 810 for a 3.6-km section between Central Patricia on Secondary Highway 599 and the main entrance to Pickle Lake [27].

Secondary Highway 527 extends for 242 km from Highways 17/11 (Thunder Bay Expressway) northward to Armstrong where a connection can be made with the Pikitigushi Road (Forest Management Subsidiary Agreement road) running eastward across the northern environs of Lake Nipigon. The connection of Armstrong with King's Highways 17/11 has a long and interesting history. The Black Sturgeon River or Hurkett Road, an older main haul route of the then Department of Lands and Forests possibly constructed in the 1950's, ran down the west side of Lake Nipigon providing the main link for many years. In 1963, construction of Tertiary Highway 800, later to become Secondary Highway 527, was begun at the southern end and by 1965 had reached Chessman Lake. Concurrently, the northern portion of the old Black Sturgeon River Road southward from Armstrong was improved. Construction was completed by MTC but financed by MNR as a northern resources road. In 1970 the new and improved sections were linked providing a complete new and shortened connection between Armstrong and the outskirts of Thunder Bay. In 1976, Tertiary Highway 800, upgraded over a period of time, was taken over from MNR by MTC and designated Secondary Highway 527. The southerly part of the road for about 25 km north of King's Highways 17/11 is paved while the remainder is gravel-surfaced and likely to remain so in the near future. In 1980 the part to the north of Tertiary Highway 811 was classed as Low Tourist [27]. In this 92.7-km section the AADT was 100 and the SADT 160. Probably a very large portion of the 60 increase in the daily traffic volume of the summer season represents tourist movement.

Tertiary Highway 808 running from Pickle Lake has had a checkered history. It will probably be downgraded shortly to a non-status road and be maintained completely by NORTC funding. The road was originally built under the federal/provincial Roads to Resources Program but no formal agreement was signed with the hydro, timber and mining interests said to be involved. NORTC was forced to step in to maintain the road as a link with the northern Indian settlements and their winter road network out of Weagamow. While it is felt that some degree of maintenance is necessary, or at least desirable, ploughing for winter travel is not considered feasible for the future. At present, MTC shares up to 50 per cent of the maintenance costs with NORTC on the basis of public use of the road. Tourist traffic, especially anglers, hunters and perhaps wilderness canoeists, forms an important but undetermined percentage of public use.

Tourism Component in Highway Traffic Volume

Considering the Eastern Regional Network and the Western Regional Network together, classification and travel volume information is given in Table 7 for 38 segments associated with 30 King's and secondary highways. As indicated in the following summary (Table 8), tourism makes only a modest impact.

Eighteen, or 47 per cent, of the 38 segments received a form of tourist recognition. However, only four of these are associated with highways and locations North of 50° (584-Geraldton/Nakina, 643-Nakina/Aroland, 72-Dinorwic/Sioux Lookout, 527-Armstrong/Highways 11 and 17).

The two segments designated High Tourist were associated with Secondary Highway 647 leading to Blue Lake Provincial Park near Vermilion Bay and King's Highway 71 south of Longbow Corners in the general vicinity of Kenora. The two Tourist Class segments are associated with King's Highway 17 in the Kenora to Manitoba boundary area. All are south of Ontario North of 50°.

Highways in the Intermediate Seasonal Volume Variation category with a tourist emphasis include some North of 50°, namely 527 to Armstrong and 599 to Red Lake. The mean value of the difference between the SADT and the AADT for these two roads is only 112 vehicles, and that includes travel in both directions. Comparison of this statistic with 1587 vehicles for High Tourist segments immediately reveals the limited strength of the tourism travel dimension of these highways.

Bus Transport

It was considered most convenient to deal with bus transport at this point, although it is somewhat peripheral to highway infrastructure. Scheduled bus services are not significant in the transport infrastructure for tourism in Ontario North of 50° in terms of travel to either final destination points or major collection and distribution

TABLE 8

HIGHWAY SEGMENTS HAVING A TOURIST CLASS DESIGNATION

Tourist Class Designation	No.	%[1]	Mean SADT-AADT 1980
1. High Seasonal Volume Variation; Tourist Emphasis			
(a) Low Tourist (LT)	8	21	582
(b) Tourist (T)	2	5	775
(c) High Tourist (HT)	2	5	1587
	12	31	
2. Intermediate Seasonal Volume Variation; Tourism Component Recognized			
(a) Intermediate Tourist (IT)	4	11	254
(b) Commuter/Tourist/ Recreation (CTR)	2	5	525
	6	16	
	18	46	

[1]Percentage of all 38 segments shown on Table 7

centres for air connections to fly-in sportcamps. Buses probably carry a few vacation or weekend holiday travellers who are visiting the homes of friends and relatives in communities on Highway 105 or who are picked up at these points and taken to their cottages or camps.

Greyhound Bus Lines operates a scheduled service along Trans-Canada Highway 17 and another along Highway 11 between Thunder Bay and Hearst. Grey Goose Bus Lines has a scheduled service from Winnipeg through Thunder Bay to Hearst. The Ontario Northland Transportation Commission operates a service on Highway 11 from Hearst to Timmins, North Bay, Toronto and Montreal. All the foregoing scheduled routes serve communities well south of Ontario North of 50°. Excel Coach Lines operates a daily scheduled run from Fort Frances through Kenora to Red Lake.

Charter tour buses on a trip across northern Ontario along Highway 11, or on a route confined essentially to the northeastern part of the province, generate a significant proportion of the ridership of the

Polar Bear Express with which they connect at Cochrane. This excursion train is an important, and at times the major or central, attraction of these tours. Given a growing market for bus tours generated by their popularity with the older retired segment of the travel market who do not wish to drive long distances on landscape tours, and the increased cost of gasoline for private automobile travel, bus tours are likely to become a steadily increasing element in the tourist pattern of those parts of Ontario North of 50° having highway connections and adequate accommodation and restaurant facilities to meet the needs. Sioux Lookout and Red Lake qualify in this respect. Assuming a continuation of the present government policy of reliance on air transport rather than highway construction to meet the access needs of the remote settlements in Ontario North of 50°, bus tours will not be of any concern in this part of the study area.

ROADS

Initially, discussion centres on a functional classification of access roads from the viewpoint of the Ministry of Natural Resources. Issues of public access and environmental impact assessment procedures are noted. Five types of road are then examined in greater detail, including Forest Management Subsidiary Agreement roads, industrial roads, non-status roads, winter roads and snowmobile trails.

While a number of roads noted in the text are shown individually on the accompanying map, it was impossible to portray the detailed forest access road network at the map scale employed. Only the northern limit of the network is indicated. Fortunately, this provides sufficient cartographic support for the narrative, especially the all-important issue statements.

A Functional Classification of Access Roads and Associated Funding, Environmental Assessment, and Public Use Provisions

The functional classification (Table 9) is designed to meet the needs of the tourism sector for a simple and readily applicable background frame of reference in discussions with government administrators related to the many pressing problems associated with access roads. In addition, it should provide the Royal Commission on the Northern Environment with a general overview of the situation that will prove to be of value in its remaining work.

The adoption of a basic Ministry of Natural Resources perspective in the functional classification was considered most productive. Through funds supplied by its own budget vote or transferred to it from the Ministry of Northern Affairs and the Northern Ontario Resources Transportation Committee, MNR is the major provincial government agency in the access road construction and maintenance field. It maintains about 8000 to 10000 km of roads across northern Ontario in its own name, many of these in Ontario North of 50°. It constructs some roads with its own staff and equipment. It administers and supervises the flow of grants and subsidies to non-government agencies.

Private industry, particularly pulp and paper companies, that maintains another 8000 to 10000 km of roads in northern Ontario, is also recognized in the classification. As will be seen immediately from a cursory examination of the classification, there is some overlap created by the introduction of the company perspective, but confusion is minimized through ample notation. When MNR administrators are discussing roads, their conceptual framework is essentially that shown in Section A of the classification. When the discussion is within the framework of company roads, the various classes and types of roads indicated in Section B are used. In effect, the same individual road may be slotted under a class or type in both Section A and B of the classification. The sections are not mutually exclusive in this respect.

Additional information considered vital to tourism interests is introduced in the right hand columns of the classification. Comment is presented on the significance of the pattern displayed following a brief discussion of the functional classes and types.

Among the eight types of MNR roads noted, Crown Management Unit (CMU), Forest Management Agreement (FMA), and Forest Management Subsidiary Agreement (FMSA) roads are directly related to timber and pulp wood harvesting and forest management. While the situation is fully explained in the notation accompanying the classification, it is useful to reiterate some essential differentiating characteristics and similarities.

Within the licensed company limits, the *Forest Management Agreement (FMA) roads* will be the major element of the future road pattern. The *Forest Management Subsidiary Agreement (FMSA) roads*, sometimes termed DREE roads, are a special feature of recent vintage and probably limited duration. It is the FMA and particularly the FMSA roads that are exerting a crushing, and in many cases mortal, impact on outpost camp operations and the maintenance of fish and wildlife quality in the southern margins of Ontario North of 50° and immediately to the south. They are well-constructed all-weather roads that penetrate long distances, often ahead of the normal anticipated cutting sequence, into remote wilderness type landscapes. Tourism interests, therefore, must seek to influence the decision-making process associated with these roads in terms of routing, alignment and operation, particularly the aspect of unrestricted public access.

Public transport roads are generally beneficial to tourism interests. They often provide shorter alternate or new access to collector and distribution points for fly-in operations. They draw vagabond landscape tourists into areas. They enhance the opportunity for local and regional leisure/recreation travel with its associated impacts in the commercial tourism sector. Finally, the theoretically short-term involvement of MNR in the maintenance of this class of road and the assumption of responsibilities by MTC would further enhance the tourism values or benefits.

TABLE 9

MINISTRY OF NATURAL RESOURCES FUNCTIONAL CLASSIFICATION OF ROADS IN ONTARIO NORTH OF 50° TOGETHER WITH FUNDING, PUBLIC ACCESS AND ENVIRONMENTAL IMPACT ASSESSMENT RELATIONSHIPS

Functional Classes & Types	Subject to Environmental Assessment(EA)	Source of Funds		Public Access
		Construction	Maintenance	
A. Ministry of Natural Resources Roads				
1. Crown Management Unit (CMU) Roads Traditionally built and maintained by MNR; the regular roads of MNR. To help small sawmill operators and pulp cutters to access timber and pulpwood in the unit; theoretically stumpage dues are to cover public costs. Usually open to public for hunting, fishing and recreation travel and must be if funded by NORTC. Two types of roads: (a) Main Haul Road - NORTC funds only main haul roads (b) Secondary Road - to feed main haul road	MNR Class EA	100% NORTC transfer to MNR	100% MNR Vote	Yes
2. Forest Management Agreement (FMA) Roads Built and maintained on licensed limits of companies on cost-share basis. These roads will increase in importance as additional FMA's are signed between companies and the province. Subsidies are provided from a separate vote of MNR for main haul and secondary roads.	No EA Required	MNR 50% Company 50% to limits set	MNR 50% Company 50% to $500 per mile	Yes

TABLE 9 Continued

Functional Classes & Types	Subject to Environmental Assessment(EA)	Source of Funds		Public Access
		Construction	Maintenance	
(a) Main Haul Road - MNR subsidy for construction up to $50,000 per mile and maintenance up to $500 per mile. (b) Secondary Road - MNR subsidy up to $25,000 per mile and maintenance up to $500 per mile as with main haul roads. Subsidies are indexed to inflation. When FMA's are signed no funds will be provided under the Forest Management Subsidiary Agreement.				
3. Forest Management Subsidiary Agreement (FMSA) Roads (Sometimes called DREE Roads) Roads constructed and maintained under a federal (Environment Canada Forest Service)/provincial (MNA) agreement for the special purpose of harvesting timber in overmature areas and salvaging in burned-over areas located beyond present road network and its normal sequential extension. FMSA roads are functionally related to classes and types distinguished in other parts of this classification. The relationship is noted below.				
(a) Crown Roads (I) to harvest Crown land resources; resources on CMU's (II) Service roads to reach nurseries and planting areas On a 50/50 cost-share basis between Environment Canada and MNA	Under Class EA	MNA/ Environment Canada		

TABLE 9 Continued

Functional Classes & Types	Subject to Environmental Assessment (EA)	Source of Funds		Public Access
		Construction	Maintenance	
(b) Company Roads Included in this group in Ontario North of 50° are the Obongo, Ogoki and Eastend Lake roads. Subsidies vary from 30% to 50% of construction costs	No EA	MNA, Environment Canada and Company		Yes
4. Public Transport Roads Inherited (orphan) roads that are now maintained by MNR after abandonment by private companies. MNR does not build these roads but takes them over because they are needed to connect communities but are of too low a standard to be taken into the provincial highway system as primary, secondary or tertiary highways. MNR involvement is considered temporary or stopgap until taken over by MTC. The Auden Road connecting that settlement to Highway 11, the Jones Road and the Marchington Road are good examples. Maintenance is financed by NORTC with a transfer journal entry to MNR to administer the funds.	Not Applicable		NORTC 100%	Yes
5. Recreation Roads MNR is no longer building these roads, but in Ontario North of 50° some have been inherited when companies abandoned main haul or secondary roads used by the public for hunting, fishing and boat launching.				

TABLE 9 Continued

Functional Classes & Types	Subject to Environmental Assessment(EA)	Source of Funds		Public Access
		Construction	Maintenance	
6. Cottage Roads Short roads to cottage subdivisions built and maintained by MNR	Class EA	100% MNR	100% MNR	Yes
7. Service Roads Built and maintained by MNR To provide access to MNR management facilities (fish hatcheries, silviculture camps, etc.), built in support of Ministry program From the standpoint of financing these roads can be classed as				
(a) Normal MNR Roads	Class EA	100% MNR	100% MNR	Yes
(b) FMSA roads - sec. 3. (a) (II)	Class EA	100% MNA /Environment Canada	100% MNR	Yes
8. Winter Roads Constructed in remote settlements by Indian bands; funded by NORTC through transfer payments to MNR	Not Needed	100% NORTC to MNR	100% NORTC to MNR	Yes
9. Snowmobile Trails Constructed in remote settlements by Indian bands; funding as for winter roads	Not Needed	100% NORTC to MNR	100% NORTC to MNR	Yes
B. Company Roads				
1. Private (Non-Subsidized) Built and maintained entirely by company to cut and haul pulp to the mill from company limits	No	100% Company	100% Company	No

TABLE 9 Continued

Functional Classes & Types	Subject to Environmental Assessment (EA)	Source of Funds		Public Access
		Construction	Maintenance	
There are several types of roads: Primary or Main Haul - long distance to haul pulp to mill or connect to highway system Secondary - to transport wood from central point to main haul road Tertiary - to gather pulpwood at central collection points Auxiliary - to gain access to forest for cutting - low cost roads and trails With the grants available from NORTC and under the FMSA, private non-subsidized roads are decreasing in number. While these roads are not required to be open to the public, many in fact are used by local residents and tourists, sportsmen and recreationists				
2. Company (Subsidized) Multiple Use Built and maintained by company with a subsidy from:				
(a) NORTC transferred by journal entry to MNR for administration. The roads are built and maintained by the companies with the subsidy as follows: Primary or Main Haul -subsidy up to $50,000 per mile Secondary -subsidy up to $25,000 per mile	No	NORTC, MNR and Company	NORTC, MNR and Company	Yes

TABLE 9 Continued

Functional Classes & Types	Subject to Environmental Assessment(EA)	Source of Funds: Construction	Source of Funds: Maintenance	Public Access
(b) MNR under FMA program - see A.2. These are essentially FMA roads.	See A2 Above			
(c) from MNA/Environment Canada under the FMSA program. These are essentially FMSA roads.	See A3 Above			
Company roads are exempt from the Environmental Assessment Act regardless of whether they are funded privately or subsidized. However, companies must comply with legislation and regulations related to river crossings and fish spawning. MNR wildlife staff in district administrations review plans but are short of staff on many occasions.				
3. Mining Roads				
Few mining roads, if any, are built for exploration purposes in Ontario North of 50°.				
Under the NORTC program subsidies are provided for the construction of roads to haul production out for smelting. Most mining roads in the future will use the NORTC subsidy, the terms of which are the same as B.2(a) above.	See B2 (a) Above			
Private Roads are built by the mining or exploration companies using 100 per cent of their own funds. The company can close these roads to public traffic at any or all times. It may run trucks on them without any of the restrictions imposed by the MTC on public highways and secondary roads. Because of the availability of a subsidy from NORTC on a 50/50 cost-share basis, companies are constructing less private road mileage in northern Ontario.				

TABLE 9 Continued

Functional Classes & Types	Subject to Environmental Assessment (EA)	Source of Funds		Public Access
		Construction	Maintenance	
Industrial Roads built by companies on a 50/50 cost-share basis are open for public usage. Mining companies often complain that the effectiveness of these roads is severely constrained at times when they become clogged with lumber trucks and tourist vehicles, particularly anglers with large campers and boat trailers. In effect, mining companies would likely support the introduction of various constraints to tourist movement on these roads thereby putting them in alliance with outpost camp operators on this issue. Mining companies can, and do, use forest access roads to a considerable extent and, of course, the provincial highways.				

The roads in this general class that are of importance to tourism and recreation travel in Ontario North of 50°, or in the area immediately to the south, are noted.

Auden Road, maintained by MNR from the northern extremity of Highway 801 to Auden on the CNR line, penetrates about 34 km north of 50°. The road, originally built in sections by Abitibi Pulp and Paper Company from about 1950 to 1960, is now used fairly extensively by recreationists, particularly hunters and anglers. Currently this road costs about $1600 per km to maintain.

Fushimi Road owned by MNR runs northward from King's Highway 11, about 26 km west of Hearst, for a distance of about 40 km to the northeast corner of Fushimi Township. The road was constructed between 1965 and 1970 by the Department of Lands and Forests and is currently maintained in summer only by MNR at a cost of $350 to $800 per km. Today recreational travel represents the prime use of the road.

The *Pickerel Bay Road* or the *Minaki Road*, extending for 22 km south of Minaki to Middle Lake, was built by the Department of Lands and Forests between 1965 and 1975. Its prime use is for timber logging and pulp cutting, but considerable recreation and cottage traffic is observable in the summer. The road is a main haul route of MNR.

Recreation roads, inherited by MNR after the companies have abandoned logging roads at the termination of harvest operations, provide access to many commercial tourist camps in the southwestern parts of Ontario North of 50°, and particularly the areas situated to the south of the study area. Throughout Ontario each year, MNR may inherit 200 to 300 abandoned company roads of various types. Commercial tourist and sportcamp facilities have developed on the basis of this type of road access. There tends to be less conflict with industry over this class of road since they generally impact beneficially on tourism.

Cottage roads are essentially short travelways from major highways to cottage and resort subdivisions or Crown lands. There are a limited number of these in Ontario North of 50° and all are encountered in the southwestern sections. None have significant implications for tourism development.

Service roads, apart from those to fish hatcheries that often have an interest for tourists, are not of consequence for tourism.

Winter roads and *snowmobile trails* are fully discussed in subsequent sections of this report.

Company roads on licensed limits are generally open for public recreation use even when fully private or non-subsidized and hence eligible for restricted public access. Some of these roads are creating problems for remote fly-in sportcamps, particularly those receiving MNA/Environment Canada subsidies.

In the classification, the column indicating the requirement for an environmental impact assessment prior to road construction is of importance relative to the general interests of the Royal Commission on the Northern Environment and commercial tourism in particular. In the case of public transport roads and recreation roads under Section A of the classification, this procedure is not applicable since these routeways were inherited by MNR in a developed state. In the case of winter roads and snowmobile trails that are of a semipermanent nature, natural environmental disturbance is minimal.

A substantial number of the roads are subject to class environmental assessment, a procedure that unfortunately can be of a rather perfunctory nature insofar as tourism aspects are concerned. Included in this group are Crown Management Unit (CMU) roads, Forest Management Subsidiary Agreement roads on Crown lands, cottage roads, and service roads.

A number of major roads constructed and maintained in cost-share arrangements between private companies and various public agencies, including MNR and MNA/Environment Canada, are exempt from mandatory environmental impact assessment: Forest Management Agreement (FMA) roads, private non-subsidized company roads, and company roads subsidized under the NORTC program or the Forest Management Subsidiary Agreement. From the social, economic and natural environmental standpoints in general and that of the tourism sector in particular, this exemption pattern is little short of a disaster. It is undoubtedly one of the more severe constraints or handicaps for the tourism sector associated with the road program and, indeed, the entire transport infrastructure aspect. It makes it difficult to interface effectively with the decision-making process in a public forum and opens up the possibility of undetectable adverse thrusts that are virtually impossible to check once set in motion.

From the information on the sources of funding, the importance of the role of MNA and NORTC, particularly in capital development, is clearly seen. The MNR vote is important in terms of maintenance. The funding aspects for particular types of roads are discussed in detail later in the report.

It will be seen from the classification that, as a general principle, roads built with public funds are open to public use. In effect, they can be used by hunters and anglers without restriction. It is a condition of any subsidy or grant provided through NORTC that the roads be open to the public, and the same qualification is attached to Forest Management Subsidiary Agreement roads. As noted previously, company roads are generally open to the public even when they legally could be closed.

Forest Management Subsidiary Agreement (FMSA) Roads

Given the current focus on these roads it was considered desirable to accord them individual attention in this study.

Of the five major components of the Forest Management Subsidiary Agreement concluded in 1981 between the federal Department of Regional Economic Expansion and the Province of Ontario, primary and secondary forest access road construction is dominant as indicated in the following summary. This component accounts for $54.5 million or 76 per cent of the total of $71.4 million involved in the agreement. In September 1982, the Forest Service of Environment Canada assumed federal responsibility for future roads of this type across Canada.

The stipulated purpose of the cost-share road program is to encourage the harvesting of overmature timber subject to disease and blow-down and the salvaging of burned-over lands in locations that companies following their normal cutting plans would not reach for a considerable period of time. In effect, the program tends to accelerate the introduction of forest access roads into remote wilderness areas at an earlier time than might have been anticipated from an observation and understanding of the normal sequence of past and planned cutting operations.

TABLE 10

SHAREABLE COSTS FOR FMSA ROADS

1981

Item	Shareable Costs	
	$ Millions	%
1. Forest Access Roads (Primary & Secondary Construction and Maintenance)	54.4	76
2. Nursery Expansion	10.0	14
3. Silviculture	1.9	3
4. Soil Survey	1.0	1
5. Assessment (Applied Research Projects)	4.0	6
	71.4	100

Under the terms of the agreement, the cost of roads built on Crown management units (CMU's) is shared 50/50 between the federal and provincial governments up to $50,000 per mile for primary roads and $25,000 for secondary. In the case of roads built on the licensed limits of private companies, the Forest Service of Environment Canada meets 50 per cent of the cost while the Province of Ontario and the company share the remaining 50 per cent equally. The federal and provincial governments share 100 per cent of the costs of all bridges costing over $25,000 whether situated on CMU lands or within the licensed limits of private companies.

The forest access roads under the subsidiary agreement listed on Chart 1 are shown on the map of surface transport infrastructure for tourism. With the exception of the Eastside Lake Road all are located North of 50°.

As a matter of general interest rather than due to any direct significant implication for tourism, a brief comment on the other components of the Forest Management Subsidiary Agreement follows. Funds for nursery expansion totalling $10 million will be administered by the Ontario Ministry of Natural Resources. The $1.9 million for silviculture will be spent by MNR to acquire trailers and other equipment required for planting on Crown management units. Soil survey in northern areas is a straightforward item. The $4 million under assessment is to be spent on about 50 applied research projects. In this case, submissions for funding will be carefully reviewed by the Canada/Ontario Forest Research Advisory Committee (COFRAC). None of the above components that are shared on a 50/50 cost basis between the federal and provincial governments are of significance for tourism planning and development in Ontario North of 50°.

CHART 1

FOREST MANAGEMENT SUBSIDIARY AGREEMENT ROADS, MARCH 1982

Eastside Lake Road	- South of Pagwa River - just south of 50° north latitude
Longlegged Lake Rd	- Westward from general vicinity of Ear Falls - penetrates sportcamp area
Ogoki Road	- Northwest from general vicinity of Nakina; opens good angling lakes used by sportcamps. May or may not cross Albany River; subject of separate study by the Royal Commission on the Northern Environment
Pikitigushi Road	- Northeast of Armstrong into wilderness area
Redditt Road	- Into Minaki Crown Management Unit
Vermilion River Rd	- North of the Marchington Road to the east of Sioux Lookout
Obonga Lake Road	- West of Highway 27 south of Armstrong

From the standpoint of tourism development in Ontario North of 50°, the forest access roads built under the subsidiary agreement can be considered to represent a special case of the problem of the preservation of wilderness and angling quality under the impact of forestry roads in general, discussed in detail elsewhere in this report. It is obvious, however, that they represent a particularly disturbing element in the situation from both a present and future viewpoint. Considerable public funds are involved in making the impact both widespread and substantial in the commercial forest areas in the southern parts of Ontario North of 50°. As noted previously, the tendency of the program to open areas earlier than anticipated under the normal sequence of cutting operations, and possibly to exploit some forests that were hitherto uneconomic to cut, has broadened and deepened its distressing impacts on the tourism industry. Finally, the fact that these roads are penetrating the last frontier of extensive high productivity hunting and angling resources in northern Ontario places the wilderness tourism and remote fly-in sportcamp industry in a position with its back to the wall. There is no place else to run before the bulldozers.

Industrial Roads

Under provincial legislation, the Ministry of Transportation and Communications may designate a private timber, pulp or mining road as an industrial road for a maintenance grant or subsidy. The scale of the grant, while not specifically designated under the act, depends upon the amount of public use involved. Some grants where public use is minimal are as low as 10 or 15 per cent while others, where public use is high, range close to 50 per cent. The roads remain private in the sense that they have no license or weight restrictions, but they must be open to public use at all times. These are all excellent, all-weather roads designed to carry heavy loads of pulpwood, timber or ore. They may carry a considerable number of local residents, tourists and sport fishing and hunting parties. To date, the bulk of the program has focused on roads in the Sault Ste. Marie area and other locations outside of Ontario North of 50°. There are only two roads of this type in the study area.

Uchi Lake or South Bay Road

This road runs northeasterly off King's Highway 105 in the vicinity of Ear Falls to South Bay. It was built to enable the Selco Mine to ship concentrates to the Bruce Lake smelting and refining plant. Negotiations have been completed with Great Lakes Pulp and Paper to take over the maintenance and improvement of the road under a subsidy from NORTC because the company now requires it, and actually uses it, to harvest timber.

Aroland FMA Road

This is an industrial road operated by Kimberly-Clark under a maintenance subsidy from NORTC.

Non-Status Roads

The term "non-status road" requires clarification. Roads of this type were originally built by private timber, pulp and paper or mining companies for resource extraction. Because forest resources or ore bodies became permanently exhausted or temporarily uneconomic to exploit because of market situations, the roads were abandoned by the companies and allowed to deteriorate. Nevertheless, many of these roads continued to be used by the public for hunting, angling and cottage access. However, within the system of provincial highways and the road system of the Ministry of Natural Resources previously discussed, they have no official status and hence are termed non-status roads. Colloquially, they are often termed "orphan roads".

These roads may be reassumed by private companies some time in the future or they may never be used again. Pressure is sometimes exerted by local interest groups through various channels to have some maintenance or minor construction work done on sections of these roads. For example, a broken culvert may threaten to flood a cottage subdivision or prevent access to a highway by a small isolated settlement or resort area. MTC or MNR may undertake the work from its own budget appropriation or, as is more likely, through funds transferred from NORTC. They may be the contractor for NORTC or they may sub-contract the work to a private company.

In Ontario North of 50° there are several roads funded by NORTC and maintained by MTC or MNR that are not within their systems and are often referred to as non-status roads. Some are of major importance for tourism planning. Included in the group are the following: Moosonee Southerly, Nungesser Lake, Pickle Lake Northerly (Windigo), Marchington and Jones roads.

Jones Road

This road, leading northeast from Kenora for 131 km through Jones on the CNR transcontinental line and Grassy Narrows Indian Reserve to a point about 11 km east of Oak Lake, was built between 1950 and 1960. It has had a rather checkered construction and maintenance history over the 30-year period. Parts of the road that were built and are maintained by the Ontario Minnesota Pulp and Paper Company are private and gated against public use. The southern part maintained by MTC is largely an access road for the community of Whitedog and a recreation travel artery. These sections were built as a 50/50 cost-share project between NORTC and the federal Department of Indian Affairs and Northern Development at a total cost of $100,000.

Marchington Road

This road, extending 55 km eastward from Secondary Highway 642 at Sioux Lookout to Highway 599 leading northward to Pickle Lake, was built between 1950 and 1960 by the then Department of Lands and Forests and has been improved intermittently since. Logging traffic represents the prime use with some recreation/tourist travel. At one time it was intended to provide access to possible mining developments on Lake St. Joseph for which Sioux Lookout was expected to be a dormitory community. To this end, DREE funds were applied to its construction. At present the possible mining development is dormant. The Marchington Road will likely become a secondary provincial highway in the near future.

Moosonee Southerly Road

This route has been cleared to the Kwataboahegan River, but only 8 or 10 km of road have been built. This non-status road is of local benefit only, being used to provide access to a youth camp and haul gravel and firewood to Moosonee.

In recent years, considerable discussions and some resource potential and cost/benefit investigations have taken place for a road to link Moosonee to Highway 11. The former Provincial Secretary for Resources Development, the Hon. Rene Brunelle, was a strong supporter of the concept that has lost considerable thrust with his retirement from government.

In 1975 the Ontario Ministry of Transportation and Communications completed a study of route alternatives, largely in response to these interests of the Provincial Secretary for Resources Development [26]. Six or seven alternative routes to link Moosonee to Highway 11 were identified. Three of the more suitable were examined in greater detail. Of these, one would provide a link with Kapuskasing through an extension of the road already in existence to Smoky Falls. Another would follow the railway alignment northward from Fraserdale, now linked to Highway 17 at Smooth Rock Falls by Highway 634. A third possibility involved a direct northward thrust from Iroquois Falls, probably integrating all-weather timber access roads now reaching northward to the Little Abitibi River in the general vicinity of Pierre Lake. The former two alternatives would provide a linkage with Onakawana.

While no full-scale economic feasibility study has been prepared for the Moosonee Road, the preliminary internal research completed by the Ministry of Transportation and Communications and the Ministry of Natural Resources was not favourable. Construction costs appeared to be in the order of $500,000 per mile and, since unforeseen difficulties are likely in the poorly drained flat terrain of the Hudson Bay and James Bay Lowlands, even higher capital investment may be necessary in sections of the road. A brief overview by the Ministry of Natural Resources indicated no major natural resource development prospects in the vicinity that would be likely to generate traffic for the road. Kaolin and fire clay deposits are not felt to be a major prospect in this regard and the lignite coal at Onakawana was to be burned on-site to generate thermal power. Moreover, there are a number of potential associated negative impacts. The Ontario Northland Railway, in which there has been substantial public investment, would be undermined. Austin Airways Limited would be badly hurt. There would be a need for a substantial increase in OPP patrols. Finally, and of major importance from the standpoint of this study, the attraction of remoteness associated with the Polar Bear Express and the Moosonee/Moose Factory destination area facilities would be severely eroded. The highway would be filled with "pork and beaners" camping and angling their way to tidewater and making little beneficial local economic impact.

This negative impression generated by the studies was conveyed to Cabinet where the concept was shelved. The matter may arise from time to time but, without the strong support of the Provincial Secretary for Resources Development that it once had, it is not likely to be a serious proposition. The discovery of valuable nearby natural resources requiring transport for the import of heavy machinery and the shipment out of a bulk product could obviously change this picture Even in the event of such a situation, it is probable that the railway could handle the needs, perhaps with some minor modifications.

Nungesser Lake Road

This road, essentially an extension of King's Highway 105 north of Cochenour, was started in 1967 and completed to the Berens Lake area by 1977. Originally it was intended to link the Favourable Lake gold and silver strikes north of Deer Lake to Cochenour/Red Lake, but this idea was dropped. It is now used mainly for timber extraction and to link winter roads and snowmobile trails of Indian settlements to the north. The road is passable to Berens Lake and is ploughed all winter. The Pikangikum Band is resisting the construction of a bridge across the Berens River and the extension of the road to the community. A considerable number of hunting and angling parties use this non-status road each season. In effect, it has significant implications for tourism planning and development in Ontario North of 50°, both now and in the future.

Pickle Lake Northerly (Windigo Road)

This road, begun in 1965 under the Roads to Resources cost-share program of the federal government, links the winter road network of northern Indian communities to the highway system to the south at Pickle Lake. It represents a strategic link in the transport planning of the Windigo Development Corporation, now in bankruptcy. Hunting and angling parties also use this non-status road, which is steadily increasing in importance from the standpoint of tourism. Tertiary Highway 808 to the south of the Pickle Lake Northerly will shortly be downgraded to a non-status road with maintenance assumed by NORTC.

Several years ago a concept was discussed to link the Nungesser and Windigo Lake roads into a major circular highway and road system, through the western sections of Ontario North of 50°, anchored on King's Highway 17 to the south. The route would have run from Vermilion Bay on King's Highway 17 up King's Highway 105 and the

Nungesser Road, across a planned northern loop through the MacDowell area to Upper Windigo Lake, southward on the Pickle Lake Northerly or Windigo Lake Road to Tertiary Highway 808 and Secondary Highway 599 to Ignace on King's Highway 17, and thence westward to Vermilion Bay. The route probably would have attracted anglers, hunters and landscape tourists in large numbers but the beneficial economic impacts for local residents might have been minimal on balance. The road might have been detrimental to long-range, well-planned, coordinated and adequately financed commercial tourism development, particularly if it had attracted only campers and "pork and beaners" seeking to circumvent the costs of the tourism and sportcamp facilities while creaming-off the high quality angling and hunting potentials within easy reach of the roads, sideroads and spurs.

Winter Roads

From the standpoint of tourism development in Ontario North of 50°, winter roads are not as potentially significant as snowmobile trails, truck and tractor train travel not being so compatible with the wilderness environment. Moveover, the roads are usable for only a short period of the year. Finally, their future as an economically viable transport mode is in question. Nevertheless, they may prove to have some marginally useful infrastructure support aspects.

Indications to date suggest that wheeled vehicle routes are probably more effective than tractor train routes in spite of higher construction and maintenance costs. However, the entire system is confronted with major problems. Since the roads are useful for only a 30- to 60-day period, sophisticated advanced timing and co-ordination of shipments are required. Lack of bulk storage facilities in the remote settlements is a constraint that can probably be overcome only by government funding and management input unless there is a sudden marked advance in local entrepreneurship and business initiative. Lack of investment capital and high interest rates discourage warehousing and storage of a whole year's commodity requirements. Weather conditions may make the construction and maintenance of winter roads impractical in some years. Finally, there is the ever-present competition from speedy, reliable air transportation.

There has been a lengthy and colorful history of winter road development by private interests in both the eastern and western settlement areas of Ontario North of 50° [28]. In the decade of the 1960's, Sigfusson Transportation Company Ltd. of Winnipeg operated an elaborate system of tractor train roads throughout northwestern Ontario and northern Manitoba that persisted in various forms until the mid-1970's. At that time, competition from air freight and the extension of Highway 808 to the vicinity of Windigo Lake, whence a winter truck road was built northward, became too strong.

The settlements in the northwestern part of Ontario North of 50°, including Sachigo, Bearskin Lake, Big Trout Lake and Deer Lake, were served by an extension of the company's Manitoba system leading northward from the Berens River Crossing to St. Theresa Point, Garden Hill and Sucker Lake. This route was augmented by an intermittent system leading northward from Red Lake to Pikangikum, Deer Lake, Big Trout Lake and North Spirit Lake. The settlements in the central part of Ontario North of 50° were served by a tractor train route northward from the Savant Lake railway station to Pickle Lake, Fort Hope, Lansdowne House, Webequie, Big Beaver House, Wunnummin Lake and Kasabonika. With the construction of Highway 808, the starting point of this route was moved to Pickle Lake, later to Wiebenville and finally to Windigo Lake as the road was pushed steadily northward. Considerable freight was flown from Red Lake to the westerly villages of Pikangikum, Sandy Lake and Deer Lake and from a private airstrip at Wiebenville to settlements in the north central part of Ontario North of 50°. Winisk and Fort Severn on the coast of Hudson Bay were never serviced by this tractor train system.

Dissatisfaction with the cost of freight led to the establishment of the Windigo Development Corporation in the early 1970's by the band councils of Round Lake, Muskrat Dam, Sachigo and Bearskin Lake with the aid of Grand Council Treaty #9. Mr. T. Sigfusson was retained as management consultant for this freighting company. Experience over the last few years had demonstrated that the operation was not the profitable enterprise anticipated, and substantial losses were incurred in the 1980/81 season. Much of the equipment is old and unreliable, having been purchased from the Sigfusson Company. Road construction, upgrading and maintenance/operating costs have escalated beyond expectations. Management and productivity output problems are now apparent. Finally, competition has been serious from aircraft that can carry fuel, one of the major bulk freight commodities, much more cheaply than formerly due to the use of Hercules aircraft and bladder tanks in DC3 planes.

Anicanabi Planning Consultants Ltd. of Fort Alexander, Manitoba presented a proposal to the Northern Ontario Resources Transportation Committee to investigate the feasibility of a winter truck road network in northwestern Ontario. Study costs were set at $70,000. In 1981, an interministerial committee was set up to report to NORTC on the current and future economic viability of winter roads in northern Ontario. Preliminary impressions are not universally favourable.

Tractor trains have travelled the shoreline sections of James Bay and Hudson Bay since the 1930's. The Roman Catholic missions brought in materials and supplies in this manner in the 1930's. In the 1950's and early 1960's winter roads were used to haul materials for constructing and servicing the Mid-Canada Line radar sites in the tidewater region. The tidal flats, especially in the area between Moosonee and Attawapiskat, were followed and no extensive special clearing or maintenance was required.

In the early 1970's, the residents of Attawapiskat, with the support of Grand Council Treaty #9, became interested in a winter road to connect with Moosonee in the hope of reducing air transport costs for food and fuel and developing skills in this field. The Atik Corporation, a community enterprise in Attawapiskat set up in 1973, was funded by NORTC to construct a minimum cost winter road to Moosonee using the tidal flats as much as possible. In fiscal year 1973/74, the work was contracted to M.J. Labelle Ltd. of Cochrane.

Each year since then NORTC has granted funds for this winter road. In 1974/75, the Atik Corporation was funded to cut an inland trail between Moosonee and Attawapiskat with the work again being contracted to M. J. Labelle Ltd. The corporation actually hauled freight for the first time in the winter of 1975/76, using the tidal flats route in the main because of unusually cold weather and the absence of drifting snow. In the 1979/80 season, Mr. Weesk hauled from Moosonee to Fort Albany and to Attawapiskat to a lesser degree. In that year the Ontario Northland Transportation Commission hired its own tractor train to service its microwave stations located along the winter road. The Rev. John Clarke also hauled building materials to Kashechewan in the winter of 1979/80 for the construction of a church. The route did not operate in the winter of 1980/81.

This winter road is used every year on a fairly intensive basis for personal snowmobile travel regardless of its condition or state of completeness. The route offers excellent prospects for integration into a major winter wilderness travel program operated out of and between Fort Albany and Moosonee/Moose Factory.

In 1980 the Ontario Ministry of Natural Resources hired a consultant company to carry out an evaluation of the Moosonee-Attawapiskat winter road [21]. Termination of funding was considered, as was the funding of a tractor train route, also usable by snowmobiles, at an annual cost of about $88,300. The latter was not felt to be a suitable alternative because fuel haulage would not be reduced appreciably. The funding by NORTC of a provincial winter road for both wheeled and tractor vehicles, costing about $171,000 annually, was considered to offer significant potential savings in fuel carried by tanker truck, but additional benefits would depend heavily on local initiative to exploit opportunities. Therefore, it was concluded that the funding of a snowmobile trail at an annual estimated cost of about $26,500 was the most suitable alternative at the time. This would be fully acceptable from the standpoint of winter tourism development planning and operation. Possibly funds could be obtained to include some vital amenity features for tourist and recreation snowmobiles using the routeway.

The distribution of the main winter roads is shown on the accompanying map of transport infrastructure. As indicated, there are two types of roads, tractor train and truck routes, that are suitable for ordinary tractor trailer and tandem vehicles. Most winter roads are of the tractor train type. Only those from the Round Lake to Sandy Lake communities and from Round Lake to Windigo are truck routes.

There is a marked element of flexibility in the winter road pattern. Routes that have remained idle for many years may be reopened by a transport operator obtaining a contract to haul bulk building materials to a settlement. In effect, there is a tendency to follow old routes to reduce costs and because of the confidence that a tried or tested route imparts. Each season the roads must be brought into condition beginning about mid-December. It may be mid-January before they are passable by heavy traffic. Some brushing or cleaning may be involved if the route has not been used for several years or if it follows a new alignment. The development of three or four inches of ice during an early season cold spell is often followed by a deep snowfall that causes the ice to sink and water to spill over the surface. Ice bridges must be built over river crossings subject to repeated floodings.

There is no strategic long-range planning for winter roads, and it would appear that the provincial government is reluctant to enter this field assertively. The band councils submit proposals for funding to NORTC in September or October and each request is considered on its own merits and in relation to the total budget allocated annually for these purposes. Over the years the federal Department of Indian Affairs and Northern Development also has funded some bands for winter roads.

The scale of recent construction costs per kilometer is indicated by the grants provided by NORTC for the fiscal year 1981/82.

TABLE 11

COSTS FOR WINTER ROAD CONSTRUCTION, FISCAL YEAR 1981/82

Route	Distance (Kilometers)	Cost $	
		Total	Per Km
Fort Albany-Attawapiskat	110	25,000	227
Moosonee-Fort Albany	175	35,000	200
Pikangikum-Stormer Lake (Nungesser Lake Road)	40	36,500	912
Sandy Lake-Round Lake	137	10,000	730
Windigo-Round Lake	48.3	36,000	745

Source: Ontario Ministry of Natural Resources

In Ontario North of 50°, where the settlements are modest in size and widely scattered, the future of winter roads from an economic cost/benefit point of view remains uncertain. Tractor train routes are not suitable for the transport of food perishables and cannot compete with air freight. Apparently Supply and Services Canada will not use winter roads, either truck or tractor trailer routes, because of breakage, pilfering, loss of goods through the ice, and unreliable delivery. As noted previously, the use of bladders in the DC3 and Hercules aircraft appears to be a more economic way of handling bulk fuel, an important commodity in the economics of winter road haulage.

Snowmobile Trails

Snowmobile trails are of considerable interest in that they represent infrastructure that could be effectively integrated into a winter wilderness tourism program with limited additional costs. Considered from another perspective, winter tourism use offers an additional significant potential benefit to be introduced into the total cost/benefit framework for development and maintenance that currently rests primarily on the need for social travel between communities.

As previously noted, winter roads are frequently used for personal travel by snowmobile whenever their state of completion and condition is satisfactory. For example, the winter road between Attawapiskat, Fort Albany and Moosonee is regularly used by snowmobilers. In effect, the winter road network functions as a snowmobile travelway system to a considerable extent.

About six or seven years ago the Northern Ontario Resources Transportation Committee began to provide grants from a fund of about $50,000 annually set aside for snowmobile trails to Indian bands making formal requests. When funds are not provided for a winter road, a grant for snowmobile travel may be made by the Committee as an alternative. The funds provided are administered by the district offices of the Ontario Ministry of Natural Resources.

The snowmobile trails constructed under this program in 1981 are shown on the map of surface transport infrastructure and summarized in the accompanying table. It is noted, however, that there are many additional trails across parts of Ontario North of 50° that have been constructed and maintained by trappers and bands without assistance under the grant program.

As noted, trails are constructed to meet the needs for social travel between communities for visitation of friends and relatives and attendance at community winter events. In some cases, such as Deer Lake, they appear to be used mainly to access traplines. They also provide an outlet to southern communities or to roads leading directly thereto, as in the case of the trail from Poplar Hill to Pikangikum that eventually connects to the Nungesser Lake Road and Red Lake, or the trail from Ogoki Post directly to Nakina about 173 km to the south.

In the case of the trail from Round Lake to Windigo Lake joining with the road system north of Pickle Lake, the facility was considered necessary for safety reasons; truck drivers on the winter road hauling commercial fish often found it difficult to see the snowmobiles. Where distances are reasonably short the trails can be used to haul light-weight and compact commodities, usually in a towed sled constructed locally for these purposes. These trails, however, do not represent a suitable transport system for most commodities, particularly bulk items such as fuel and construction materials.

TABLE 12

MAJOR SNOWMOBILE TRAILS IN ONTARIO NORTH OF 50° THAT WERE FUNDED BY THE NORTHERN ONTARIO RESOURCES TRANSPORTATION COMMITTEE IN 1981

Route	Year Constructed	Distance	Cost $	
			Total	Per Km
Deer Lake to Sandy Lake				
Fort Hope to Ogoki Post	1978-1981	144 Km	18,110	126
North Spirit to Sandy Lake				
Ogoki Post to Nakina	1977-1979	173 Km	34,400	199
Poplar Hill to Pikangikum				
Round Lake to Windigo Lake	1981			

Source: Discussions with Ontario Ministry of Natural Resources and Northern Ontario Resources Transportation Committee

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Snowmobile trails are considered minimum cost travelway facilities having an average overall route expenditure well below $300 per km. The trail from Ogoki Post to Nakina cost just under $200 per km. In

the alignment of the trails, maximum use is made of lakes and rivers to reduce clearing cost. Trails are about three meters wide. They are not intended to carry heavy loads, with a Bombardier being the largest vehicle that can be accommodated. There is a tendency to develop new routes each year and return to the old route every three or four years. Trails appear ideally suited for integration into a winter landscape snowmobile touring program involving travel between communities. Shelters and supply caches could be built at convenient points along routes and short spur trails cheaply constructed to lead to interesting features in the general vicinity.

TABLE 13

COST ESTIMATES FOR 65.6 KILOMETERS OF THE SNOWMOBILE TRAIL FROM OGOKI POST TO NAKINA IN 1979

Item		Cost	
		$	%
I	Wages		
	Foreman	1,200	10
	Workers (4)	4,320	38
	Subtotal I	5,520	48
II	Expenses (About $10 per day per person)		
	Food	1,750	15
	Skidoo Rentals	1,050	9
	Gas	1,350	12
	Oil	626	6
	Subtotal II	4,776	42
III	Aircraft Charters	1,200	10
	Total I, II & III	11,496	100

Source: Northern Ontario Resources Transportation Committee

An examination of the itemized summary of estimated expenditures for the construction of the final 65.6 kilometers of the trail from Ogoki Post to Nakina in 1979 provides a reasonable indication of the average cost situation. Wage payments for the construction spread over

a 5-week period with a 6-day working week and an 8-hour day at $5.00 per hour for the foreman and $4.50 for the workers totalled $5,520. This was 48 per cent of the total budget. Food for 5 workers over 35 days at $10 per day per person amounted to $1,750 or 15 per cent. Five snowmobiles rented for 6 days at $35 per day were estimated at $1,050 or 9 per cent. Gas costs for the snowmobiles and chain saws at 15 gallons consumption per day at $3 per gallon over 30 work days totalled $1,350, and oil at 7 quarts per day at $2.98 per quart equalled $626 over the same time period.

As would be expected, construction costs have risen in recent years. Requests to NORTC for funds that were in the $5,000 to $10,000 range in the early years of the program are now in the order of $15,000 to $17,000. In the 1981/82 fiscal year, band council requests were as follows: Round Lake, $15,000; North Spirit Lake, $13,000; Deer Lake, $17,800.

Interest in snowmobile trails is perhaps waning to a degree, due in large part to their limited value as make-work projects, something that has always interested native communities in their development. In the last couple of years requests to NORTC for funds have dropped to three or four per season as compared with seven or eight in earlier years. However, the integration of these trails in a winter wilderness travel tourism program could generate substantial renewed interest.

There is no long-range planning for these facilities. Funds are provided on the basis of the needs of the band council as defined in submissions to NORTC for funds. Any future requirements for these trails generated by winter tourism that have not been included in the support material of funding requests could lead to a consideration of the need for strategic planning for this transport infrastructure feature.

Local Roads Boards

Under the *Local Roads Boards Act*, MTC will provide assistance only for a road that is already in place and developed up to certain roadbed standards. Hence, under this program initial road construction is not funded, but the department will supervise improvements and maintenance upon request.

Cottagers can establish a Local Roads Board and apply for assistance whether on private land or in a Crown land subdivision of MNR. Cottagers often desire to improve and maintain the access road originally built for the subdivision by MNR to an all-year road so as to facilitate winter use of their resort properties.

A number of unorganized municipalities in Ontario North of 50° have set up Local Roads Boards. Some have a number of cottages in the community. Among this group are Savant Lake, Armstrong, Minaki, Redditt and Hudson. Some cottage subdivisions to the south of Ontario North of of 50° and perhaps one or two in the Red Lake District of MTC also have Local Roads Boards.

RAILWAYS

Canadian National Railway

In the southern parts of Ontario North of 50° situated to the west of Pagwa River, the transcontinental Canadian National Railway was a key element in the transport infrastructure from the inception of the tourism movement in the early post-World War I period to the late 1930's with the advent of a highway network. To the east of Pagwa River, the impact was felt essentially in areas to the south of the 50th parallel of latitude. After World War II, especially after the late 1940's, tourist traffic carried to the region by rail rapidly declined to miniscule proportions and ceased altogether with the cancellation of passenger service on the transcontinental in 1980.

Minaki Lodge, constructed by the Canadian National Railway in 1926, was essentially, and in its initial years almost exclusively, rail-oriented from the standpoint of guest access. At that time, this prestigious resort was the hallmark tourist holiday accommodation attraction of all northwestern Ontario. To keep pace with the competition the Canadian Pacific Railway built a summer resort lodge at Devil's Gap on Lake of the Woods about a kilometer to the south of Kenora. It also was a rail-oriented facility in the early years.

Sportsmen and wilderness canoeists travelled by rail to Hudson and Sioux Lookout in the early 1930's to be flown north to camps at Fort Hope. Others deboarded the train at such points as Armstrong, Auden, Nakina and Pagwa River to begin canoeing adventures in northern waters, sometimes travelling as far as tidewater.

Some sportcamps along or near the railway were dependent entirely upon it for transport of guests and supplies. In the early years of cottage development, the train was the main medium of access and for a few isolated properties it remained so to the present era.

With the exception of the Polar Bear Express, to be discussed subsequently, the railroad passenger traffic era in general and its tourist component in particular are over for all parts of Ontario North of 50° where track is in place. For those locations beyond the transcontinental line, there probably never will be such an era. If any railways are constructed in the future to mining developments in Ontario North of 50° it is likely that they will remain freight services. The fortuitous combination of supply and demand factors associated with the Polar Bear Express or the Agawa Canyon rail excursion of the Algoma Central Railway is not likely to be repeated in the area under study in this report.

Ontario Northland Railway: Polar Bear Express

In 1902, Royal assent was given to the Temiskaming and Northern Ontario Railway, for which survey work had actually begun two years earlier. In 1911 the railway reached Cochrane, thereby effecting a junction with the transcontinental. In 1923, construction began north of Cochrane and reached Moosonee on July 15, 1932. The tidewater region of Ontario then was linked to the heart of the southern urban region and Toronto by 1075 kilometers of track (Toronto - North Bay, 367 km; North Bay - Cochrane, 298 km). In 1945 the name was changed to the Ontario Northland Railway (ONR) and administrative responsibilities were transferred to the Ontario Northland Transportation Commission.

While some goose hunters and adventure travellers undoubtedly used the railway to Moosonee from its opening in 1932, organized tourism can be said to date from the development of the Hannah Bay Goose Camp by the ONR in 1947. This facility attracted increasing attention to the tourist and outdoor recreation assets of the area. With two inaugural trips in 1964, the ONR began the Polar Bear Express, an exclusively tourist and recreational service. Overall it has been a reasonable success from its inception insofar as rider response is concerned, although there have been some soft seasons in recent years.

The Polar Bear Express underwent a dramatic decline in ridership from 24,108 in the 1974 season to 18,100 in 1977. At a tourism development conference of the James Bay Frontier Travel Association in Timmins in 1978, it was noted that a previous survey had revealed considerable customer discontent with the rail excursion that represented the foundation of tourism development in Moosonee/Moose Factory and had important ramifications across a wider area of northeastern Ontario. At that time, the Minister of Northern Affairs agreed to finance a supportive and enhancement program on a one-year basis. The program, which has continued annually since 1978, has involved advertising support in the southern Ontario market on a 50/50 share basis with ONR up to a combined amount of $100,000, the installation of basic toilet and washroom facilities in Moosonee and the Moose Factory museum complex, literature handouts to passengers now costing about $1 per rider, travel counsellors on each train to explain points of interest and add colour to the trip (in part paid directly by MNA and in part through a transfer of funds to ONR), information officers in tourist booths in Moosonee, and support to interpretive services at the Centennial Historic Park development in Moose Factory.

In 1980 the Ministry of Northern Affairs spent about $208,000 directly on the Polar Bear Express and improvements in the destination area. Expenditures of $167,000 were budgeted for 1981.

Accepting an estimate of 22,638 riders on the Polar Bear Express in 1980, expenditures for train and destination area facilities by the Ministry of Northern Affairs averaged $9.19 per excursionist. Considering only the contract payment of $54,800 to ONR for student labour

TABLE 14

EXPENDITURES BY MINISTRY OF NORTHERN AFFAIRS FOR POLAR BEAR EXPRESS AND DESTINATION AREA FACILITIES, 1980/1981

Item[1]	Cost $(000) 1980	1981
A. Polar Bear Express		
1. Advertising & Promotion (50% share of $100,000 with ONR)	50.0	50.0
2. Printed Materials (handouts on train)	21.2	21.0
3. Train Counsellors and Interpreters		
(a) Coordinators and 9 team leaders		
Salaries & Benefits	20.1	18.4
Travel Expenses & Allowances	5.1	5.0
Uniforms	2.7	—
Sub Total 3(a)	27.9	23.4
(b) Students hired and supervised by ONR - contract payment to ONR	54.8	45.0
Sub Total 3	82.7	68.4
Sub Total A	153.9	139.4
B. Contracts for Construction, Equipment, Maintenance and Rentals on train and in the destination area	44.2	17.5
C. Services and Supplies on train and in destination area	9.9	10.0
Total	208.0	166.9

Source: Reference [33], pp. 24 & 25.

[1]The item categories involve regrouping of information in source documents that may have resulted in slight errors.



Plate 2: Moosonee terminus of the Polar Bear Express. (Source: Ministry of Tourism and Recreation.)

under the Experience 80' program, the contribution of MNA was $242 per rider. Clearly, both the transport and the destination area infrastructure at Moosonee/Moose Factory involve substantial provincial government subsidization. Over the past 6 years, probably up to, or just over, $500,000 in support payments of that type have been made.

Actually the Polar Bear Express, or Moosonee Excursion Train, has been operating at a substantial loss. As shown in the following table supplied by the Ontario Northland Railway, there was an estimated net loss of $210,500 in 1981. This was about $9.30 per one-way passenger trip using 1980 travel volume statistics (22,638 one-way trips). Calculated on the basis of a return trip, the comparable value is $18.60. Of major importance, the foregoing estimates make no provision for capital depreciation of locomotives or maintenance-of-way expenses. This must be one of the greatest tourist travel bargains in North America, or perhaps the entire world.

The tourist has two train travel alternatives for a trip to Moosonee/Moose Factory. Those seeking true local flavour, or wishing to take canoes and deboard at some intervening point, can take the regular scheduled train that runs three days a week north and three

days south. The Polar Bear Express, which takes no freight and operates over 11 weeks or 63 days beginning about the last week in June and ending always on Labour Day, represents the second choice. During the summer season, it runs six days a week in each direction except on Friday.

The itinerary of the one-day excursion on the Polar Bear Express is quite full. The tourist boards the train at Cochrane at 0745 arriving at Moosonee at 1215. An assortment of walking, boat and bus tours in various combinations, together with shopping and dining, consume the afternoon. The excursion train departs Moosonee at 1715 arriving back in Cochrane at 2120. This is the choice of the majority of the excursionists. Two package tours from Toronto (3 days/2 nights or 4 days/3 nights) using the Northlander to Timmins are available. Both involve overnight stops in the Empire Motor Hotel in Timmins on the way in and out, with excursionists busing to and from Timmins to catch the Polar Bear Express at Cochrane. Return package tours (3 days/2 nights or 4 days/3 nights) also are available from Timmins. While all package tours allow limited time in the Moosonee/Moose Factory area, this is probably sufficient considering the extent of the resources available for visitation.

Each excursion train is made up of 12 air-conditioned coaches having a total capacity of 600, two dining cars and an entertainment coach. The rolling stock is refurbished annually. There are no plans for expansion since the train has run well below passenger capacity in recent years.

A number of problems are associated with the operation of the Polar Bear Express apart from the financial difficulties noted previously. Some are logistical while others are related more to local attitudes.

Cochrane, with its limited accommodation, has been a persistent problem. In the height of the season, those staying overnight to catch the morning train may be backed up to Smooth Rock Falls, or farther, seeking accommodations. Because motels in Cochrane will not hold rooms until 11 pm when the evening bus arrives, package tours must be based on Timmins, which is an inconvenience to the excursionist. Newly constructed modern motels could not survive solely on the business generated by the Polar Bear Express, and there is inadequate additional year-around demand in Cochrane; hence it is difficult to overcome the accommodation limitation. However, two approaches appear to offer some possibilities. "Shell-type" minimum summer season motels involving low capital investment and offering rudimentary, modest-priced, sleep-over accommodations might be attempted. Alternatively, the development of substantial tourist home capacity might provide the solution as will be seen from the attempt to move in this direction in 1981.

Investment under various programs of the Ontario Ministry of Northern Affairs, the Heritage Trust and the Archaeological and Historic Sites Branch of the Ministry of Citizenship and Culture has done much to offset the lack of washroom facilities and interesting

TABLE 15

ONTARIO NORTHLAND RAILWAY PROFIT AND LOSS ESTIMATE, POLAR BEAR EXPRESS, 1981

	$(000)	$(000)	$(000)
I Revenue			381.2
II Expenses			
1. Direct Costs			
Wages - Train Crew	204.1		
Operations Plus 27.5%	56.1	260.2	
Tickets		2.5	
Shop Stock Material		31.5	
Locomotive Fuel		53.2	
Bus Services		18.3	
Advertising		50.0	
Entertainment		6.2	
Travel Expenses		7.4	
Commission		45.0	481.3
Passenger Cars			
Net Operating Profit			(100.1)
2. Indirect Costs			
Locomotive Expenses 48,872 mi x 1.536		75.0	
Administrative and Accounting		7.5	
Toronto Office		27.9	110.4
Net Loss			(210.5)

[1]Does not include locomotive depreciation or maintenance-of-way. In addition to above, MNA paid $30,000 for wages and expenses of escorts and $50,000 in shared advertising costs.

Source: Information provided in correspondence with Ontario Northland Railway, North Bay

tourist attractions that was a standard complaint of excursionists. Investment in ground and water transportation and pleasure tours by Two Bay Enterprises in recent years has also helped to overcome the lack of a product at the destination.

The native people have not demonstrated any strong and reliable initiative in support of tourism business opportunities generated by the Polar Bear Express apart from the operation of water taxis between Moosonee and Moose Factory. Failure to put a sustained effort into the canoe trip from Moose River Crossing to Moosonee ended this promising commercial proposition in the third summer of its operation after much effort was put into advertising and promotion. The trip, involving one night of camping on the river, was fairly popular, having 30 or 40 canoeists each summer and showing good future prospects from a marketing standpoint.

Finally, it is of major importance to note that no other point in Ontario North of 50° offers comparable supply and demand strengths. A railway line was already in place and capital investment only in modest rolling stock was required to initiate the service. The destination area with its historic associations and the lure of Hudson and James Bays provided strong support. Direct rail connections were available to the Metropolitan Toronto market and the southern terminal of the route at Cochrane interfaced with King's Highway 11, the high-northern east-to-west tourist artery. In spite of all these advantages, however, the excursion train is not financially self-supporting, something that has obvious limiting implications for tourism development.

Other Railway Lines

The 80-km track of the Smoky Falls Pulp and Paper Railway extending northward from Kapuskasing is used exclusively for hauling pulp. The Algoma Central & Hudson Bay Railway, originally intended to link Sault Ste. Marie with saltwater, was built only as far as Hearst and hence does not penetrate Ontario North of 50°. It is now under CN control. The CN line northward from its junction with the transcontinental line at Amesdale to the Bruce Lake Mine is an industrial freight service and of no importance to tourism development in the study area.

WATER TRANSPORT

Inland wilderness canoe and boat waterways are an important component of the natural resource supply foundations for tourism. In recent years, the Ministry of Natural Resources has placed considerable effort into the publication of maps and guides to assist travellers using these routes. Some minimal improvements have been made to portages at a few points and sporadic clean-up and maintenance operations have been carried out.

The operations of Two Bay Enterprises at Moosonee represent the only commercial boat tour or cruise facilities in the study area. Moreover, no comparable developments are foreseen at other points in the immediate future.

There are no natural harbours and docking installations in the settlements along the coasts of Hudson Bay and James Bay in Ontario North of 50° that are capable of handling international cruise ships. Essentially, the area is excluded from this market on a permanent basis.

The extensive shallow water offshore margins of the bays and the poor estuarine approaches to settlements, which make marine intercommunity freight movement difficult and unpredictable, are virtually inhibitive for the development of commercial cruise boat operations. Recreation and tourist travel between settlements using small power boats and freight canoe also is not practical from a commercial business standpoint, even if the market were much stronger.

The successful operations of the Polar Princess in the mouth and estuary area of the Moose River represent a special case. Here, a strong market brought to the area largely by the Polar Bear Express, coupled with a modest-scale natural water resource and associated historic resources, has created a viable business opportunity. No other settlement on the coastline offers this fortuitous combination of market and resource potentials.

PART TWO

IMPLICATIONS AND ISSUES

PART TWO

IMPLICATIONS AND ISSUES

MAJOR IMPLICATIONS FOR TOURISM PLANNING, DEVELOPMENT AND OPERATION

RELATED TO AIR TRANSPORT

From the standpoint of tourism development in Ontario North of 50°, the overall regional pattern of scheduled air services, the infrastructure of airport and seaplane base facilities currently in place, and the prospects for their gradual improvement as traffic increases are excellent. Moreover, the system appears to possess sufficient potential flexibility to accommodate increased traffic volume and travel from new market areas in Europe, Asia and distant points in continental North America. Tourism interests should maintain adequate surveillance of government and private carriers to ensure that present conditions and future developments remain favourable to them.

It is important to recognize that the construction of airstrips in the remote northern settlements of Ontario North of 50°, the probable increase in passenger and freight traffic to these locations and, of particular interest to this study, a rapid and substantial increase in tourism travel by air could result in a shift in logistics. More specifically, new air transport collection and distribution centres may emerge in some northern settlements such as Big Trout Lake or Weagamow augmenting, or perhaps to a degree competing with and supplanting, those in more southerly locations such as Sioux Lookout, Geraldton and Pickle Lake. Tourism's need to reduce air travel costs and increase convenience for landscape tourists and sportsmen in this case could be a major catalyst for change. Again, it is important for tourism interests in Ontario North of 50° to exploit fully the degree of potential flexibility in the system to attain the travel infrastructure required for a viable and profitable industry.

There is likely to be a steady increase in airstrip development at outpost camps to reduce operating costs. This would permit direct access from the collection and distribution points, eliminating transfer costs to boats, positioning costs for charter aircraft and pilot holdover charges.

Delays sometimes encountered in obtaining charter services, together with rental charges and positioning costs, often tempt outpost camp operators to purchase their own aircraft. Such a course of action must be approached with extreme caution and only after the full range of alternatives has been adequately explored. Capital and operating costs are high, placing an almost intolerable burden on many camp operations, especially if no additional charter business can be obtained

both inside and outside the tourism sector. Extensive debt incurred at current high rates of interest can be devastating. Equally important, limited managerial resources can be quickly overstrained by the requirements of what amounts to two distinct business operations. Without a commercial pilot's license, the camp operator is often at the mercy of the hired pilots, something that can present difficulties if alternative high-paying jobs become available in the general area.

RELATED TO HIGHWAYS

On the basis of a Cabinet decision to rely on air transport to meet the needs of the remote settlements in Ontario North of 50°, there was no comprehensive, systematic expansion of the highway network into Ontario North of 50°. Moreover, there could be a downgrading of some existing facilities such as Tertiary Highway 808 north of Pickle Lake to a non-status road. Assuming a limited number of resource development access roads and adequate control over public use, the Cabinet decision could represent a foundation for the development of a sustained, high-quality, northern frontier tourism industry yielding maximum local investment, employment and income. Equally important, local control of the pace and scale of the development should be achievable. The situation stands in sharp contrast to the unplanned mass tourism development associated with the dense highway network to the south.

Clearly, the exploitation of the opportunity stemming from the decision not to expand the highway network is dependent on control of the resource access roads. Without adequate continuous control the opportunity will be destroyed or seriously impaired.

The current highway system effectively channels tourist automobile and charter bus parties from southern markets to sportcamp and resort developments in the southern margins of Ontario North of 50°, and to the major collection and distribution points where chartered services can be obtained to fly to remote areas. Constraints on tourism expansion in the hinterland of the highways are imposed by distance from markets, location relative to primary continental and regional tourist travel arteries, and resource management practices, particularly unrestricted public use of forest access roads, rather than by any physical limitations in the extent and quality of the highway network.

Considering the nature and scale of the stakes for the tourism industry, it is imperative that the private investors, their representative associations, and the provincial Ministry of Recreation and Tourism devise suitable arrangements to maintain a constant vigilance over decision-making for highway development in northern Ontario. They must effectively interject their interests and concerns at the initial policy and planning stages.

Tourism interests associated with the Polar Bear Express should continue to market their product strenuously in the wholesale holiday bus tour sector of the travel trade, particularly in the Great Lakes basin and the eastern seaboard of the United States. With the strong possibility of marked increase in bus tours in the total tourist movement of North America over the next decade or more, communities in Ontario North of 50° having highway connections should devote serious attention to the growth of this modest sector of the total market.

RELATED TO ROADS

Resource extraction and development roads in general, and forest access roads in particular, have the potential to virtually destroy the commercial remote fly-in sportcamp and wilderness travel industry over a large part of Ontario North of 50°. The continued future of the industry depends on the identification and vigorous consistent application of effective procedures to interface with the decision-making process from the initial road planning stages through construction and operation to final abandonment and destruction.

The variety of functional types and related terminology, together with the multiplicity of funding and administrative agencies involved, imposes significant limitations on attempts of the tourism industry, acting as individual operators, through private associations or even supporting provincial government tourism administration, to deal effectively with the problems and issues of road construction and maintenance. The fact that there are both beneficial and detrimental impacts involved, and the vital need to contain the latter, necessitates a full understanding of this situation and the immediate development of effective procedures to contend with it. A major initiative is required to combat this constraint without delay.

There are a wide variety of divergent, and sometimes diametrically opposed, interest groups involved, including commercial tourism, public parks, local resident hunters and anglers, and resource harvesting and extracting industries. Moreover, the problem has politically explosive potential. The foregoing circumstances, together with a major change of attitudes towards the economic and social value of tourism and the right of public access towards a common property (Crown land, fish and game), clearly indicate that tourism faces a difficult obstacle.

The sudden and unexpected introduction of large sums of public money through federal (Environment Canada) and provincial (MNR) agencies for the construction of access roads for forest harvesting and management has been intensively destructive across the entire southern part of Ontario North of 50°. Moreover, the widespread geographic extent of forest access road developments makes it difficult for private tourism interests to deal with them effectively, which in turn demands a greatly enhanced supportive effort by the provincial tourism administrative groups at both the headquarters and regional levels.

In any discussion of financial support for the tourism sector, or compensation for damages caused by road construction, the public subsidization of the access roads requirements of the private forest industries should always be fully exposed, as an instrument of leverage. By comparison, compensatory needs of the tourism sector would often be miniscule.

RELATED TO WINTER ROADS

Winter roads are not an important current or prospective element in the transport infrastructure for tourism development in Ontario North of 50°. This contrasts sharply with the snowmobile trails.

If truck routes are developed that connect directly with the highways to the south there could be a future negative impact as sportsmen travel north with trucks trailing snowmobiles for winter ice fishing. Fortunately, this does not appear to be an immediate problem; should a volume movement of this type build up there should be possibilities for control of adverse impacts and perhaps the attainment of economic gains by the local population.

The possible downgrading of the Moosonee-Attawapiskat winter road to snowmobile trail status would not be detrimental for tourism. As a snowmobile trail, the route would represent a major infrastructural element in the future development of winter wilderness snowmobile package tours in the Moosonee/Moose Factory/Fort Albany area. In future negotiations with the Northern Ontario Resources Transportation Committee, the tourism sectoral interests should ensure recognition of the potentials associated with this snowmobile trail and, at the appropriate time, obtain funding for the construction of the amenity facilities required along the route, including shelters.

RELATED TO SNOWMOBILE TRAILS

The pattern of present and future snowmobile trails in the remote areas of Ontario North of 50° must be recognized as a significant infrastructural element of a tourist winter wilderness travel experience and be effectively integrated into the planning, development and marketing of package tours of this type. Trails for intercommunity travel are in place in many cases. Inexpensive shelters and supply caches can be built at appropriate points and side trails built to interesting nearby natural and cultural landscape attractions. Equally important, the additional benefits from tourism could then be taken into consideration in the preparation of the total balance of cost/benefit calculations for snowmobile trails in submissions to the Northern Ontario Resources Transportation Committee for financial assistance.

RELATED TO RAILWAYS

Every effort must be made to maintain and expand the market for the Polar Bear Express, a premium or hallmark attraction for mass tourism in the southeastern sections of Ontario North of 50°. In this regard it is important to build up steadily the array of tourist attractions at the Moosonee/Moose Factory destination end of the excursion and to provide adequate holding accommodation at Cochrane. Sufficient response by private native and non-native business interests must be encouraged for the development and operation of tourist attractions at the destination of the excursion.

Within the foreseeable future, there will be no developments in other parts of Ontario North of 50° comparable to the Polar Bear Express and Moosonee/Moose Factory tourist attraction complex. No other location possesses an in-place railroad to capitalize on, has comparable cultural resources at the destination end of the line, and can so effectively tap mass tourism markets in metropolitan areas and along major highway travel arteries.

RELATED TO WATER TRANSPORT

No opportunities exist along the coastal waters of Hudson Bay and James Bay for the attraction of international cruise ships to the settlements, or for the development of local regional boat tours between the communities.

There are no viable business prospects for the introduction of new commercial boat tour operations such as the Polar Princess at Moosonee, either in other coastal estuary locations or on larger interior lakes in Ontario North of 50°, due to market constraints and the nature of local natural and cultural landscape attributes. The only possible exception to this generalization might prove to be the Lac Seul area between Sioux Lookout and Ear Falls, where a boat tour might form a component in the development of the complex of historic resources related to water transportation for gold mining in the early 1900's. At present, however, market constraints are severe with everything depending on a gradual build-up in mass tourism in response to historic resource development.

ISSUES

RELATED TO AIR TRANSPORT

There are no current major issues related to air transport. However, there are some problems within the context of the tourism sector in Ontario North of 50°, one of which might become an issue in the future.

Outpost camp operators using charter air services to bring guests to their camps sometimes complain that their needs do not receive sufficient priority, particularly if the charter company is short of aircraft at a particular staging point or too busy servicing camps owned and operated by the carrier enterprise. Secondly, there is a feeling, noticeably among some goose camp operators, that aircraft positioning and pilot holdover charges place an excessive cost burden on their operations. As mentioned previously, this can give rise to the consideration of aircraft purchase by the outpost camp operator, a procedure that frequently has the propensity to generate insurmountable management and financial problems.

If new logistical arrangements are required to accommodate increased tourism in and around the remote Indian settlements north of 50°, the question of priorities in the granting of licenses is almost certain to arise. This is obviously an integral component of the more general issue of control and access to economic development opportunities in that part of Ontario north of the 7th and 11th baselines. More specifically the problem, which could quickly become an issue of importance, is essentially related to the provision of the charter air services by carriers based in the more southern centres of Ontario North of 50° or in locations immediately to the south, as opposed to the encouragement of native-controlled operations through education, training and financial assistance programs to individuals or development corporations.

RELATED TO ROADS

The issues associated with the planning, construction and operation of roads for natural resource development and extraction, forest access roads in particular, are among the most critical in the entire tourism sector. They reach to the heart of the continued existence of much of the tourism industry, particularly its outpost sportcamp segment.

Requirements for Environmental Impact Assessment

The exclusion from mandatory environmental impact assessment of forest management (FMA) roads, private non-subsidized company roads, and company roads built and maintained on a cost-share or subsidized basis is a major issue. The intensity of the issue is heightened by the sudden, unanticipated entrance of access roads into the landscape in force as a result of relatively massive public funding. As well, the roads are bringing increasingly strong development pressures to

bear on the last extensive areas of remote hunting and fishing camp opportunities in the Boreal forest. There is no more-remote area to which this part of the industry can retreat. Moreover, climatic conditions generally prohibit conversion to family resort tourist and recreation complexes.

If these roads were made subject to environmental impact assessment, tourism interests would have access to a formal procedure and public forum through which, or within which, the economic and social significance of their industry and the impact of roads on it could be adequately expressed. Alternative route and alignment opportunities could be identified and assessed in terms of a total cost/benefit framework that adequately recognized tourism. Finally, construction and operational control procedures could be imposed to minimize detrimental impacts.

Of major importance, the interests of commercial tourism, public parks and outdoor recreation groups, and wildlife/fisheries management find common ground in this issue. Tourism should avail itself of every opportunity to strengthen and exploit this base of mutual interest and concern.

Tourism Sector Involvement in Forest Access and Mining Road Planning, Approval and Operational Processes

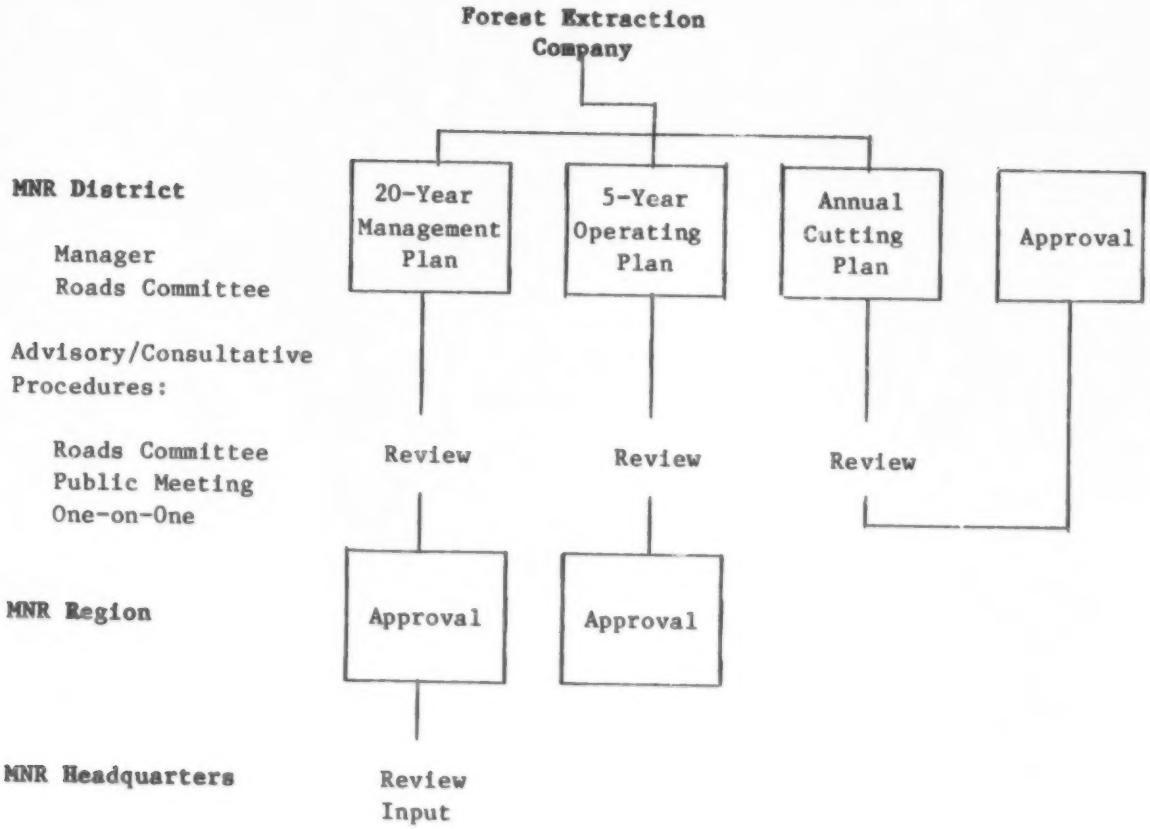
The steady penetration of forest access roads into the last frontier of wilderness travel and commercial remote fly-in sportcamp operations, together with the perceived inability of the tourism sector to ensure adequate recognition and accommodation of these interests in the associated planning, construction and operational procedures, represents the most volatile tourism issue across northern Ontario in general and the southern parts of Ontario North of 50° in particular. Moreover, there is no readily available solution in view that appears to represent a practical compromise between the multiplicity of interest groups involved.

Given the vital importance of the issue and its widespread, timely, and dynamic nature, considerable descriptive information is presented in this report. Initially the general approval process is reviewed. This is followed by an examination of the various approaches adopted by the individual MNR district administrations. Finally, several tools available to MNR for the solution of problems are discussed.

The general approval process for access roads is summarized in Chart 2, which is based to a considerable extent on information presented at the access roads discussion in Thunder Bay in 1981. [27]

CHART 2

APPROVAL PROCESS FOR ACCESS ROADS



In the case of the 20-year management plans, the 5-year operating plans and the annual cutting plans, the review process takes place initially at the MNR district staff level. There may be a formal roads committee composed of supervisors for wildlife, fisheries, parks, forestry, and so on that reviews, comments and makes recommendations to the manager. The operation may be less formal in structure but the process is essentially the same. Changes can be effected at this level prior to contact with the advisory agencies.

Several external advisory consultative procedures are employed by MNR district managers, including recourse to a roads committee, public roads meetings and one-on-one discussions with individual tourist and remote camp operators affected by a particular road. Public inspection and comment on the plans at the time of their formulation and any time thereafter are possible.

The 20-year and 5-year plans are approved at the regional level of the MNR administrative structure and returned to the companies for implementation. Input may be made to the 20-year management plan by the Resource Access Coordinator of the Land Management Group and headquarters staff in Toronto.

The review and approval process adopted for the annual road plan is entirely an MNR district matter. Recourse could be made by camp operators, however, to the regional administration or to political representation in the event of major dissatisfactions that could not be resolved.

While the structure appears to provide ample opportunity for general public and tourism sector involvement in the review process, it is impossible to determine the effect exerted by such involvement on plan formulation or modification. This would require a detailed assessment of past operations; as much of the process may not be recorded in files, this type of research would be difficult if not impossible to undertake.

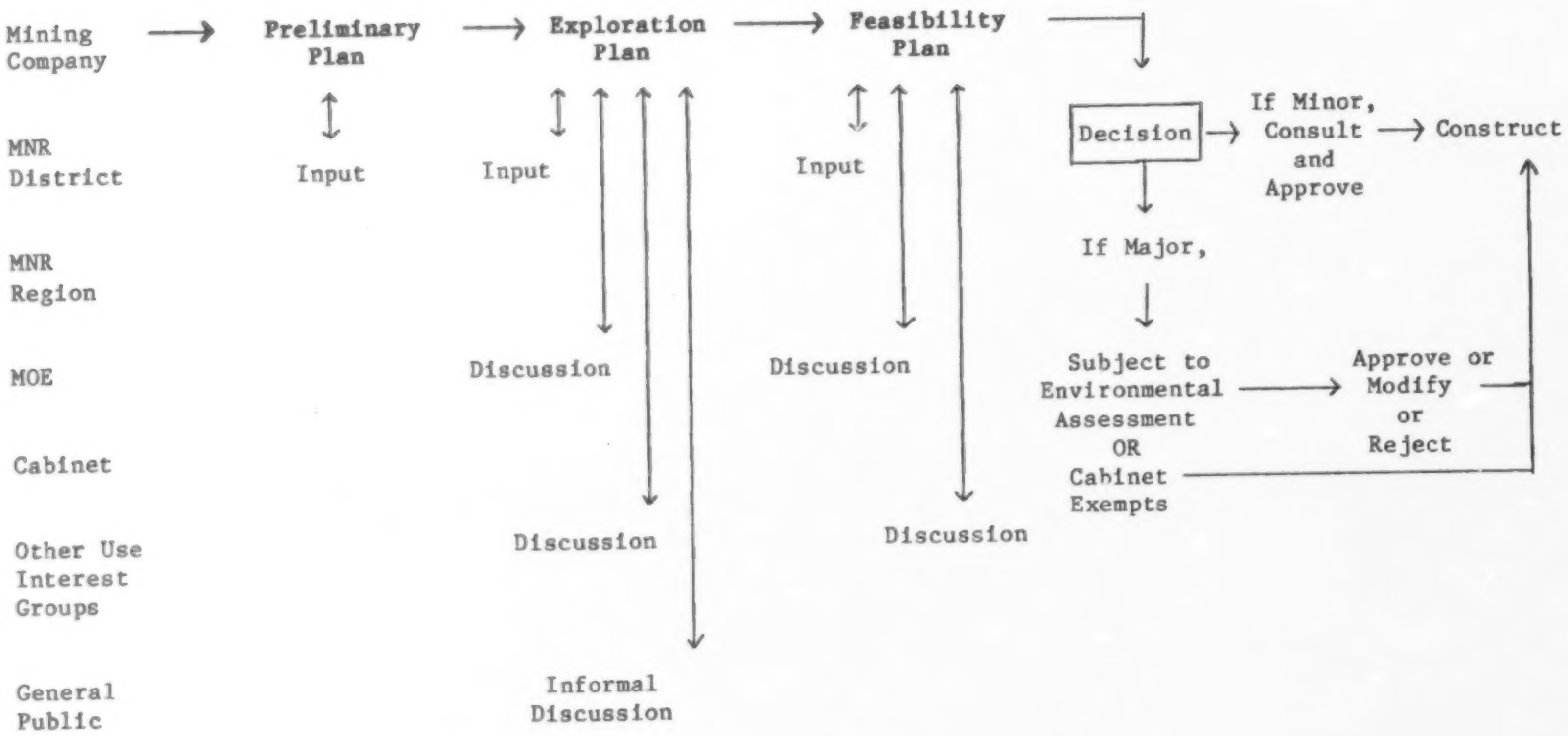
It is clear, however, that the process is retrospective, advisory and consultative in nature insofar as interest groups outside MNR and the forest extraction companies are concerned. All major initial policy and strategy decisions concerning the primacy of land use in an area, general route location or thrust, and construction timing have already been made. The reactive review process of the tourism sector, either on a group or an individual basis, focuses almost entirely on adjustments in alignment and forest reserves designed to mitigate detrimental impacts. In effect the major decisions are taken outside the tourism sector that interest groups represent, coming to the sector essentially as a *fait accompli* and leaving only the minor items to be influenced by the review process. A new approach that brings both the tourism sector administration of the provincial government and the private enterprise operators individually and in association into the formative stages of the process is essential. Without this, the prospects for a viable tourism industry may be dashed to all intents and purposes over much of the commercial Boreal forest area.

While it may be possible to cite the occasional example of private sector review bringing about major changes in routing and timing, the limitations inherent in a retrospective review process will prove to be the rule.

The planning, review and approval process for mining roads is summarized in Chart 3. A decision must be reached on the basis of a sequence of discussions with a variety of provincial government agencies at the district, regional and Head Office levels, use interest groups including tourism, and the general public in order to determine whether the proposed road is a major or a minor undertaking. In this process the District Office of MNR is involved with the company at the preliminary, exploratory and feasibility stages of the proposed project in an active participatory manner in the selection of corridors and alignments likely to exert the least detrimental impacts on landscape values and existing land use in the area, including tourism developments. Exploration and feasibility plans are discussed with various agencies and groups as shown, with the exploration plan being most widely discussed as indicated in Chart 3.

CHART 3

APPROVAL PROCESS FOR MINING COMPANY ROADS



Source [24]

If the road is considered to be a minor undertaking on the basis of the process, construction can commence. The District Office of MNR will continue to perform consultative and approval functions over the progress of the work as deemed necessary to ensure that landscape values and the interests of other users in the area are not impaired by the construction process.

If it is concluded that the road proposal involves a major undertaking, it may take either of two decision routes. The proposal may be designated as requiring an environmental impact assessment under the *Environmental Assessment Act*, which may lead to its approval, rejection or modification. Alternatively it may be exempted from the Act and approved by Cabinet for construction. As shown in the Detour Lake Road study of the Royal Commission on the Northern Environment [33], Cabinet is all-powerful in such a situation and may actually reverse its decision in midstream, so to speak. The Detour Lake road proposal was required by Cabinet to undergo environmental assessment. After the proponent submitted a controversial and generally unsatisfactory report, Cabinet exempted the road from the process and approved immediate construction, along an alignment that had already been partly cleared in any event.

In each district office of MNR, the annual timber cutting plans are reviewed internally at the supervisory staff level, sometimes by a committee formally established for this purpose. As can be seen from Chart 4, a varied approach to the individual tourist operators affected by the construction is adopted in each district, this being a matter for managerial discretion to a considerable extent.

Varied approaches, largely at the District Manager's discretion, have been adopted by MNR to include the tourism sector in the critical problem of forest and, to some extent, mining access road development. In some districts several devices are employed, including a specific annual road meeting, a general tourism sector meeting at which roads are one of several items discussed, and working group discussions and consultations with tourist operators affected by a particular road either in a group or on an individual basis, usually the latter. Some MNR districts rely only on the latter devices.

It was not possible for this study to gain an appreciation of the detailed nature and effectiveness of the involvement of tourism interests in the operational patterns of these access road committees and annual discussion meetings. To do so would have required attendance at and monitoring of a representative sample of the meetings and a very extensive file search designed to determine the final outcome of complaints, suggestions and recommendations from the tourism sector to MNR. In the absence of this type of research investigation it is difficult if not impossible to evaluate adequately the validity of the conflicting points of view expressed by private tourist sportcamp operators and district officials of the Ministry of Natural Resources.

CHART 4

PROCEDURES OF MNR DISTRICT ADMINISTRATIONS FOR TOURISM SECTOR INVOLVEMENT IN ROAD MATTERS

District	Arrangements for Tourism Sector Involvement
Cochrane	An *Annual Tourism Meeting* is held with the tourist and outpost camp operators in late October or early November in the district office of MNR. Interests, concerns and issues across the entire range of Ministry land and resource management operations and responsibilities are discussed. Roads are a major item at most meetings. Maps of 20-, 5- and 1-year forest management and cutting operations by companies are displayed. In addition, major planned roads are discussed in the district office with the individual sportcamp operators affected, usually on a one-on-one basis.
Dryden	In June 1981 a type of *Annual Meeting* was held in Vermilion Bay with the camp operators at which all 20-, 5- and 1-year forest management and associated road plans were presented on a single map and discussed. Since it was late in the season the district management took the meeting to the operators at a convenient point rather than having them come to Dryden. Consideration is being given to setting up an internal MNR Roads Committee to recommend to management whether there should be open public meetings to discuss a particular road.
Geraldton	An *Annual Roads Meeting* with the tourist operators in the district is held each spring (April or May). Emphasis is placed on roads to be built that year. All operators are sent letters informing them of the date of the meeting. Each year the road construction plans of the companies and MNR are reviewed internally by the district staff and impacts on tourist operations are noted.
Hearst	*Working Group Meetings* are held at Hornepayne with tourist operators four or more times per year to discuss forest access road questions in particular parts of the district. At these sessions representatives of the company, the Ministry of Natural Resources, the Northern Ontario Tourist Outfitters Association, the local road liaison appointee, and the individual tourist and outpost camps affected are present. No general annual meetings are held but rather working groups are assembled to discuss problems in the two major tourist areas to the east and west of King's Highway 11 and divisions thereof.

CHART 4 Continued

Kapuskasing	Plans for roads are reviewed three or four times a year by an MNR internal *District Roads Committee*. Individual camp operators affected are called in for discussion on individual roads. The district representative of NOTO was not consulted in this matter. He participated solely as a member of the District Advisory Committee for the land use planning process.
Kenora	*Annual Road Meetings* are held to discuss cutting plans with tourism interests including the Kenora District Camp Association, Northern Ontario Tourist Outfitters Association and individual camp operators. When new roads are planned they are advertised in the paper and the outpost camp operators involved are called in for discussions with the company and MNR officials.
Moosonee	Forest access roads are not a problem and no special arrangements are required.
Nipigon	*Annual Roads Meetings* are held in November at Armstrong and Nipigon, two central locations in the district for tourist and outpost camp operators. At this time a full range of matters related to MNR operations and responsibilities is discussed. Frequently roads are a major interest of the meetings that are well attended by the tourist operators and last through several hours of lively discussion. At these sessions MNR presents a map of company and MNR roads that will probably be built during the coming 12 months. An internal *District Administrative Committee* reviews all road proposals submitted by companies as do the district supervisors in satellite administrative offices in Nakina and Nipigon.
Sioux Lookout	An *Annual Roads Meeting* is held about April, when American camp owners are in the district but sportcamp operators have not yet become totally involved in the work of the coming season. All 20-, 5- and 1-year forest management plans and associated road construction plans are presented for inspection and discussion. Throughout the year, there is fairly steady contact with two NOTO representatives (one for remote outpost camps and one for road-accessible camps) or with individual campowners regarding road matters.



Plate 3: Forest access road, a threat to the remote sport camps. (Source: Ministry of Natural Resources.)

Some claim that the whole process is little more than posturing towards the tourism sector and that it has no chance to meaningfully affect a resource management process dominated by a forest harvesting mentality. Others point to numerous examples of adjustments in company outlook and individual road alignments that have been beneficial to tourist and outpost camp operators.

A number of problem-solving tools are available to MNR at the district management level. All have been applied in a varying manner at one time or another, by one district or another, with differing degrees of success. Included in the group are the restricted public use concept, the controlled public use concept and the limited time use concept. The Affleck Guidelines discussed subsequently contain elements of the previous three together with quantitative operational limits for their implementation in some cases.

Under the *Public Lands Act*, an MNR district manager can open and close roads at his discretion. Companies can restrict the use of roads built by them on their leased limits; however, increasingly, direct and indirect pressure is applied in a number of ways to open them to public use. For example, it is government policy that all roads receiving grants or subsidies from MNR, NORTC or MNA must be open to public use. If the roads are not restricted, MNR does not charge private companies for the aggregates that they take from Crown lands to construct the roads. Since aggregates can be worth a great deal, the companies readily agree to public use.

Restricted Public Access, which excludes the use of the roads by local resident sportsmen and tourists, coupled with adequate aesthetic forest reserves, is clearly the best solution of the three discussed for the maintenance of a viable remote outpost camp industry. It is equally clear that this is totally unacceptable to the local resident population and hence politically unpalatable. Nevertheless, it is important to note the nature and scale of the alternatives involved in the trade-offs in this instance, one of which could conceivably entail collapse of the remote sportcamp industry in part or in total in many parts of northern Ontario, including Ontario North of 50° and areas near it.

Controlled Access, particularly that involving restricted use at critical spawning or mammal reproduction periods, probably represents the minimal strategy tool that must be rigidly employed if the quality of the resource base is to be reasonably maintained, something obviously in the interest of both the commercial camp operators and the local or resident angling population. It is possible that the community of interests may make the controlled access tool the most acceptable.

Under the *Limited Time Use* concept, forest access roads are to be destroyed, that is rendered impassable, once timber in the area has been harvested and the subsequent silvicultural work completed. Issues in this case centre around the length of time allowed for reforestation work which, if excessively long, would expose quality angling resources to virtual annihilation, and the extent of the roadbed to be destroyed. Political pressures to keep a road open indefinitely after the public has become used to travelling on it are often extremely strong.

In 1981, a sub-committee composed of six staff members of MNR and reporting to the Northern Ontario Resources Transportation Committee was formed to produce a set of operating guidelines for the field staff in northern Ontario to use in the approval of the location of access roads so as to minimize their impact on outpost camp operations. In addition, the committee was to examine existing instructions related to shoreline and road forest reserves and to produce another set of operating guidelines that would optimize landscape aesthetics but minimize the loss of merchantable timber volumes. Both mandates of the committee are of vital consequence for tourism. One is directly related to road access and the other has important peripheral relationships.

The report is frequently referred to as the *Affleck Report*, after the chairman of the committee who was then the Deputy Regional Director of the North Central Region of MNR. Although the recommendations in the report may not be equally applicable in all of MNR's administrative districts, the report may be considered to provide the general policy framework for present decision-making relative to access roads. The essential elements of the guidelines are set forth in Table 16.

Few if any forest reserves were to be considered untouchable timber preserves, but a set of ten guidelines was laid down to govern harvesting in special circumstances.

In September 22, 1982, following the introduction of the application of these guidelines by MNR district managers, the Ministry of Northern Affairs convened a meeting in Sault Ste. Marie with representatives of MTC, MNR, MNA, Ontario Forest Industries Association, Ontario Federation of Anglers and Hunters, Northern Ontario Tourist Outfitters Association, Municipal Advisory Committee (Thunder Bay), Ontario Mining Association, Great Lakes Forest Products, Dome Mines Group and Wildwaters Expeditions to discuss the guidelines. From an examination of the summary of the comments of the meeting and briefs presented by various groups, a reasonable impression of the nature of the issue and opposing points of view can be obtained. The salient aspects are presented in the Table 17, based on Reference [24].

The Onaman Lake Road, an old logging access road in MNR Nipigon District that was closed to within 1.6 km of the lake so that sportsmen could not haul in boats and motors, provides an example of the application of the guidelines. A canoe had to be carried in and out each day, no caches being allowed. This restriction seems to have preserved the pickerel sport fishery.

A creel census is done each year on this lake over a two- to three-month period. About 75 per cent of the people interviewed, representing local residents coming from Geraldton, Thunder Bay and Jellico/Beardmore together with tourists from southern Ontario and the USA, were satisfied with the access restrictions. The lake is too distant to attract winter sport fishing but its northern end supports a commercial whitefish operation. At this season of the year the fish populations tend to separate, with the pickerel being at the south end of the lake.

The Affleck Guidelines have never been entirely satisfactory to MNR district administrators, tourism interests, or public recreation and landscape support groups, as can be appreciated from the commentary on Table 17. In some respects they could be regarded as temporary operating guidelines pending further more comprehensive investigation of the matter. To this end the Ministry of Natural Resources instituted a Task Force on Resource Access Policy, under the chairmanship of the Resource Access Co-Ordinator, Land Management Branch, Headquarters Office, Queens Park. It was set up in 1981 to examine the problem of public use across the entire gamut of roads within the system. A report has been completed and presented to the Minister, who has accepted the central policy recommendation to the effect that controlled public access must be implemented. The group is now

TABLE 16

SUMMARY OF AFFLECK GUIDELINES

A. Related To Forest Access Roads

1. All main and secondary forest access roads will be located at least 610 meters (2000 feet) from the shoreline of designated lakes, that is lakes designated by the district managers of MNR as important for outpost camp operations and requiring guidelines to mitigate forestry/tourism conflicts.

2. All secondary roads should be destroyed by scarification or other means to within 1.6 km of a lake or to the junction with a main road after logging is completed and regeneration established.

3. All construction plans for the up-coming year by private companies and MNR will be reviewed by district managers in consultation with local NOTO representatives and tourist outfitters to be affected.

4. No deviations will be made from 1 and 2 unless:

   (a) the district manager meets the timber company to explore alternative routings, constructions or removals, possibly resulting in a modified road plan acceptable to all interests involved;

   (b) a meeting is called to resolve situation (a) above when no acceptable plans can be effected.

B. Related to Establishment and Management of Forest Reserves

1. Forest Reserves may be established for or in the interests of one or more of the following:

   - Protection against erosion and siltation of adjacent water bodies
   - Maintenance of aesthetics of travelway corridors (roads, railways, trails, canoe routes)
   - Maintenance of forest productivity and use of wood fibre
   - Maintenance of fish and wildlife habitat
   - Preservation of significant historic, geologic, fishery wildlife or vegetative features.

2. The minimum depth shall be:

	Meters	Feet
- Alongside major highways (11 & 17 etc.)	183	600
- Alongside secondary highways	122	400
- Around large lakes (40 ha+)	122	400
- Alongside railways	91	300
- Along trout streams	30	100
- Alongside significant canoe portages and trails that cannot be kept free of logging debris	30	100

Source: Reference [19]

TABLE 17

COMMENTS ON AFFLECK GUIDELINES

A. Related To Forest Access Roads

1. Location

Ministry Of Recreation And Tourism (MRT)

"Criteria for designated [tourism or sportcamp] lakes should accompany guidelines and...should be worked out in consultation with MRT."

Municipal Advisory Committee, Thunder Bay (MAC)

"MNR should establish a procedure that would indicate consultation with resource user groups in determining what lakes would have designated status."

Northern Ontario Tourist Outfitters Association (NOTO)

"Access roads should be located with reference to the reserve around designated lakes as follows:

- main roads	1500 meters
- secondary roads	600 meters
- tertiary roads	200 meters"

Federation of Ontario Naturalists (FON)

"Should include more than just outpost camps" in the lake designation process.

Ontario Federation of Anglers and Hunters (OFAH)

"Ultimately the general public will demand access to all lakes."

The foregoing clearly delimit the concern of tourism interests with the manner in which tourist lakes are designated and with the prescribed depth of the reserve areas between them and various types of highways and roads to serve as a buffer to prevent easy public access and maintain aesthetic values. The public interests in the issue are equally strongly expressed, from the viewpoints of both local resident access to hunting and angling resources and the need to consider wildlife, park and wilderness areas in the whole process.

TABLE 17 Continued

2. Post-Logging Treatment of Roads

OFAH

"If access roads have been built with government assistance, they should be left open to the general public, not destroyed."

MRT

"If regeneration takes up to 11 years it is too long for open access." In effect, forest access roads should be rendered impassable as soon as cutting is finished.

NOTO

"Similar concern [expressed] about regeneration and suggest that both secondary and tertiary highways be destroyed to 1.5 km from the reserve immediately after logging is completed."

Tourism interests clearly expressed their desire to close roads to public use after they are abandoned by the logging companies. Local sportsman interests (OFAH) clearly set forth the opposing viewpoint.

3. Dialogue with Tourist Operators and Associations

MRT

"Dialogue should involve all affected operators" and MRT.

NOTO

"Both one-year and five-year plans should be reviewed with local tourism bodies and MRT... any unresolved conflicts should be taken to the regional level."

OFAH

"Dialogue should involve all users from the beginning."

FON

"Dialogue should extend beyond just tourist operators, and should not be limited to one year in advance."

Tourism interests expressed fear of exclusion from the decision-making process or, stated in a positive sense, desired to be involved from the beginning. The comments of FON and OFAH expresed an equally strongly perceived need to broaden the base of interest groups involved beyond commercial tourism.

TABLE 17 Continued

4. **Deviations from Location Guidelines**

NOTO

"Not only the timber company , but also the tourism bodies and MRT should be involved in finding alternatives, and if this is fruitless, the district manager should refer it to h i s superiors."

Ontario Mining Association (OMA)

"Should be a procedure for handling deviations in which all involved are consulted, but the final decision would rest w i t h MNR".

The foregoing provides a clear expression of the need for tourism interests to be represented in discussions involving deviations from guidelines.

B. **Related to Forest Reserves**

1. **Minimum Depth**

NOTO

- major highways	200 meters
- secondary highways	150 meters
- larger lakes (40 ha)	150 meters
- railways	negotiable
- trout streams	100 meters
- portages or trails	100 meters
- islands less than 1000 ha	no cutting
- islands greater than 1000 ha	200 meters
- commercial tourist establishments measured from the periphery of the land use permit or patented land	600 meters

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Source: Reference [24]

examining the full range of procedural options or management tools available to MNR for implementation of the policy. It would appear that the examination of policy options was completed by the Task Force entirely in-house with no or only limited input from the tourism sector. This procedure has become a hallmark of MNR policy and strategy planning insofar as the tourism sector is concerned.

RELATED TO RAIL TRANSPORT

In this instance the sole issue, which is both political and administrative, centres around the continued financial assistance of the Ontario Ministry of Northern Affairs for the operations of the Polar Bear Express and a substantial portion of tourist attractions in the destination area. Starting as a short-term financial aid program to enhance and enrich the tourist experience of the train excursion, which had declined radically in ridership, assistance is assuming the dimensions of a permanent operating grant. Substantial precedent-forming attributes have ensued, as evidenced by recent aid for the Agawa Canyon run of Algoma Central Railway. Could, or should, this precedent for rail excursion considered critical to the development of tourism in a particular region be extended to cruise boats or bus excursions in other parts of the province? If tourism is a viable business and an economically beneficial activity in this part of Ontario North of 50°, at what point in time should the private sector be expected to assume full responsibility for all costs associated with the operation? Does the Polar Bear Express represent a special form of tourism infrastructure for which continuous provincial government financial support can be justified? And, if so, what is the supporting rationale and what are the terms of future dispensation?

PART THREE

SUPPORT DOCUMENTATION

PART THREE

SUPPORT DOCUMENTATION

RELATED AGENCIES, PROGRAMS AND INFORMATION OUTPUT

Framework of Salient Legislative, Administrative and Development Events*

A summary framework of salient events of provincial transportation legislation, administration and development over the period from 1901 to 1982 has been prepared in order to provide tourism interests with a modest historic perspective. No attempt has been made to present a complete history of highway and road development. Rather, the intent is to provide a useful and readily accessible summary of major events.

In 1901, *An Act for the Improvement of Public Highways* (1901 Ed VII C32) was passed establishing a fund of $1 million for highway improvements. Counties were to designate highways to be improved and the work was to be carried out in accordance with the regulations by the Department of Public Works. The province then provided grants of up to one-third the cost of the work undertaken. Under Chapter 33 of this act, tolls levied by counties or municipalities were permitted to continue for 10 years. In 1903 a provincial Inspector of Tolls was appointed and rates were set at two cents for automobiles and locomobiles. The use of automobiles, mainly for sport and pleasure driving, was steadily increasing. Registration fees were introduced in 1903 and numerous restrictions and penalties were imposed for speeding in the vicinity of horses and for reckless driving. Some of the provincial funding of this period may have been directed to municipalities in the more densely settled pockets of northern Ontario but the effects certainly did not touch Ontario North of 50°.

In 1912 a fund of $5 million was created for roads, bridges and other improvements in northern Ontario to be administered by the Northern Development Branch of the Department of Lands, Forests and Mines (1912 Geo V C21). This was the first provincial government department to be involved in road construction and maintenance since Confederation in 1867. Grants from the federal government were also made in some cases. The local road and highway systems of settlements in the general vicinity of the present King's Highways 17 and 11 may have received aid under this program.

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*Source: References [30] and [31]. The information presented was drawn almost exclusively from these two source documents.

In 1915, the Department of Public Highways was set up under the Minister of Public Works and Highways (1915 5 Geo V 17). The grant and subsidy program was revised to include construction and maintenance to three classes of roads: county, county suburban and main. The latter roads had to be provincially authorized and endorsed by 75 per cent of the municipalities affected. Townships and villages also received subsidies to construct connecting road links. A board of trustees was established to handle each main road, and all places over 10,000 population were to have a commission to designate suburban roads. Again northern Ontario centres probably benefitted from this legislation, but there would be no effects in Ontario North of 50°.

In 1920 the Department of Public Works and Highways was established (1920 10-11 Geo V C22) with full authority to administer the *Highway Act*. In that year responsibility for colonization and colonization roads was transferred to the Department of Lands and Forests (1920 10-11 Geo V C25). A Highway Improvement Fund was set up and funded by a yearly provincial grant of $3 million for five years plus receipts from permits, licenses, fines and federal subsidies (1920 10-11 Geo V C20).

In 1923, the first provincial government highway map was published by the Department of Public Works and Highways. An annually up-dated edition has been released continuously to the present. In the issue of 1925 an insert on the right hand corner of the map stated: "The importance of the map as a tourist publication was emphasized by the inclusion of the Muskoka Lakes." In 1937-38 a 1-inch to 16-mile map for northern Ontario was prepared for the annual Ontario Highways Map.

Expansion of mining and the forest industry in northern Ontario stimulated the creation of the Department of Northern Development in 1926 with powers to administer the colonization roads program and the Northern Development Fund (1926 17 Geo V C10). This department remained a major factor in all northern Ontario road and highway development until its dissolution by the Hepburn government in 1934. In many respects, the creation of the present Ministry of Northern Affairs in 1975 with its Regional Priorities Budget represents a return to the situation between 1926 and 1934.

The Department of Northern Development was headed by an appointed commissioner with power, among other things, to obtain land for and expend monies on the construction, maintenance and repair of roads. This department became a major factor in the construction of the essential elements of a large part of the present road and highway network approaches to Ontario North of 50°, particularly during the depression period.

In 1931, the Department of Highways was set up with its own minister (1931 21 Geo V C11). In the Great Depression, the administration of the *Unemployment Relief Act* (1932 22 Geo V C4) was shared by the Departments of Public Works and Labour, Mines, Lands and Forests, Agriculture and Highways. In this cost-share program with the Dominion

of Canada, the federal government offered financial assistance for road building, among other things, with the highest rates applying to present and future roads that could become part of a Trans-Canada Highway. The extension of the provincial highways into northern Ontario and the provisions of the *Unemployment Relief Act* led to legislation in 1934 authorizing cost-share agreements between the Minister of Highways and the municipalities of northern Ontario for road construction, improvement and repair (1934 24 Geo V C35). Substantial construction and improvement of the highway network on the southern approaches to Ontario North of 50° were completed under these programs and agreements.

In 1932, the Timiskaming and Northern Ontario Railway was completed from Cochrane to Moosonee. In 1945 the name was changed to the Ontario Northland Railway.

In 1947, the last gap in King's Highway 11 between Geraldton and Hearst was closed. A through route across northern Ontario to the Manitoba border was then available to tourists.

In 1947, Trans Canada Airlines commenced daily flights between Toronto, Sault Ste. Marie and the Lakehead.

In 1947, the Ontario Northland Railway opened Hannah Bay Goose Hunting Camp, thereby launching the development of sportcamps in the tidewater region of Ontario.

In August 1957, the Department of Transportation was established (1957 6 Eliz II C26) with its own minister. It assumed many operational functions of the Department of Highways, including licenses, permits, and regulations. In 1958 it also took over responsibility for the *Highway Traffic Act*, the *Public Vehicles Act* and the *Public Commercial Vehicles Act*. The Department of Highways continued to plan and construct highways as it had done previously.

In December 1949, the initial meeting of the federal government and the provinces was held to obtain agreements on the construction of the proposed Trans-Canada Highway. On April 24, 1950, Ontario signed the *Trans-Canada Highway Agreement* for construction on a cost-share basis, and 43 new construction contracts were let under the program in that year. On September 17, 1960, official opening ceremonies for the Trans-Canada Highway in Ontario were held at Wawa.

In 1959, the federal government launched its *Roads To Resources* program to open new areas in Canada for development. Ontario participated in the cost-share agreement from December 1959 to its termination in March 1967. The original federal/provincial agreement of 1959 involved $15 million of construction to be shared equally by both governments. Some roads of significance for tourism in Ontario North of 50° were built under this agreement.

A program of remote airport construction and improvement was initiated in the 1970's and has progressed steadily until the present.

On May 20, 1971, the separate provincial Departments of Transport and Highways were placed under a single Department of Transportation and Communications.

In 1971, norOntair was inaugurated; its services have been steadily increased.

The Administrative Organization for Transportation Infrastructure Development, Maintenance and Operation in Ontario North of 50°

The pattern is fairly complicated, a factor that increases the difficulty of effective interface by the private tourism sector, and to some degree by government agencies with responsibilities in the field. Initially, a general schema is presented to indicate broad relationships. This is followed by more detailed outlines for each federal and provincial agency involved. In a concluding section, the Northern Ontario Resources Transportation Committee (NORTC) is given additional attention.

A General Perspective

Chart 5 is intended primarily to provide a convenient reference that can be used effectively in a number of problem and issue situations related to the transportation infrastructure for tourism in Ontario North of 50°. It should prove useful in the discussion of planning procedures presented elsewhere in this report. It is important that tourism interests keep this administrative structure clearly in mind when attempting to interface with forest access road issues and ground transport problems in general. It is all too easy for the tourism interests at both the private and government administrative levels to become mired in a morass of structures and jargon that can quickly dissipate limited financial and personnel resources and blunt the thrust of their attack.

It is to be noted that the functions of agencies indicated in the schema and the accompanying descriptive text are restricted to transport infrastructure in northern Ontario in general and Ontario North of 50° in particular. Many agencies listed here have additional important functions.

The outline identifying the major administrative agencies and their broad functions does not require detailed comment. As stated previously, it is intended essentially to supply the broad perspective required for an appreciation of the detailed outlines that follow. Nevertheless, two salient features require mention. The licensing operations of the federal Canadian Transport Commission are independent of those of the province, although MTC may support or oppose individual applications. Secondly, the Ontario Ministry of Northern Affairs is

the policy and priority planning and funding agency for the construction and improvement of transport infrastructure in northern Ontario, including Ontario North of 50°. The Ontario Ministries of Transportation and Communications and Natural Resources are the implementers of policy and priority directives from MNA and NORTC, and they administer the funds supplied to them.

Detailed View of the Structure

Structures of the major agencies previously identified are outlined in considerable detail in Chart 6. In addition, some interesting research projects are noted.

Northern Ontario Resources Transportation Committee (NORTC)

This ministerial committee that replaced the Access Roads Committee set up in 1954 came into existence in 1968 as a component of the *Design For Development Program* of the provincial government. A secretariat was established that included representatives from each of the member ministries.

The composition of NORTC has changed from time to time since its inception. In 1968, the Minister of Mines was the Chairman and the Minister of Highways the Vice-Chairman with the Provincial Treasurer and the Ministers of Lands and Forests, Tourism and Information and Trade and Development together with their deputy ministers constituting the committee.

The total absence of ministerial and civil service representation for tourism in the operational administration structure of NORTC is a serious constraint. Since tourism falls within the group of ministries in the Secretariat for Resources Development, a degree of representation might be considered to exist. While it cannot be positively inferred that representation at meetings is a comprehensive measure of influence, it seems reasonable to assume that a substantial measure of correlation may be involved.

The Ministry of Northern Affairs is clearly the dominant provincial government agency in terms of both political and administrative representation at meetings. The Hon. Leo Bernier, Minister of Northern Affairs and Chairman of NORTC, provides the important element of consistency and continuity at the ministerial level. This is combined with deputy ministerial representation at a substantial number of meetings and strong staff support. The Secretariat for Resources Development is represented fairly regularly at the ministerial and parliamentary assistant level but is clearly inferior to MNA in a numerical sense. The Ministry of Natural Resources is weakly represented at the ministerial level but fairly strongly at that of

CHART 5

GENERAL OVERVIEW OF AGENCIES AND FUNCTIONS FOR GROUND AND AIR TRANSPORTATION IN NORTHERN ONTARIO

1982

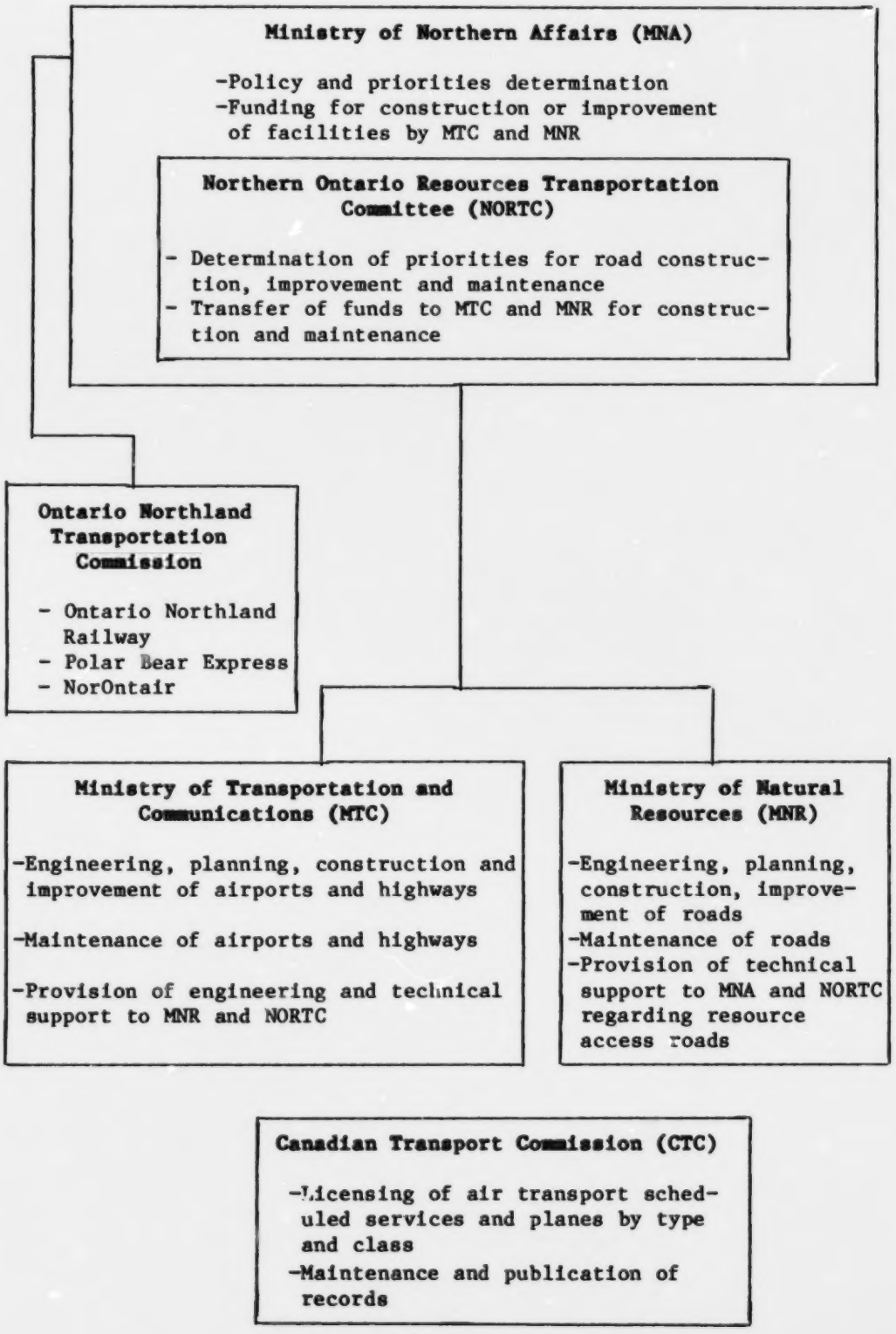


CHART 6

A DETAILED SUMMARY OF THE ADMINISTRATIVE STRUCTURE FOR GROUND AND AIR TRANSPORT, 1982

A. Ontario Ministry of Northern Affairs

Functions - Sets policies and priorities for transport system in northern Ontario on basis of balance of social, economic and political considerations

-Acts as banker for development and improvement of facilities within the system through transfer of funds from its budget as a journal entry to MTC and MNR

-Senior management meets 3 or 4 times a year with officials of MTC and MNR to achieve the above functions

Headquarters Staff

10 Wellesley Street East
Toronto M4Y 1C2

Strategic Planning Secretariat

Director, A.R. Morpurgo

Provides support services to regions, concerned with transport from an overall ministerial perspective

Northeastern Regional Office

421 Bay Street, Suite 301
Sault Ste. Marie P6A 1X3

Northern Regional Development Branch

421 Bay Street, Suite 301
Sault Ste. Marie P6A 1X3

Manager and Forest Access Roads, D. Mann
Transport Economists, R. Wycliffe
T.A. Marcolini
R.D. Zizman

Northwestern Regional Office

12 Main Street South
Kenora P9N 1S7

Northern Regional Development Section

435 James Street South
Thunder Bay P7E 6E3

Manager and Forest Access Roads, W. Parks
Transport Economists, Cecil Smith
D. Maynard

CHART 6 Continued

Concerned with highways, roads, airports, forestry roads, snowmobile trails

Two studies under way by staff of the Northern Regional Development Section in cooperation with other provincial government departments are of significance:

1. High Cost of Living Study, Northern Ontario Remote Communities; Chairman R. Wycliffe, Transport Economist, Sault Ste. Marie

2. Winter Roads Committee (5 members only); Chairman Cecil Smith, Transport Economist, Thunder Bay; Members MTC and MNR; mandate to provide guidelines to NORTC for a winter roads policy.

Northern Ontario Resources Transportation Committee (NORTC)

Chairman, Hon. L. Bernier
Secretary, L. Shorr, Manager, Roads to Resources Program, MTC, Thunder Bay

Budget administered by Ministry of Northern Affairs

See later section on NORTC for full discussion of its function, composition and operations.

Ontario Northland Transportation Commission (ONTC)

195 Regina Street
North Bay P1B 8L3

Ministerial responsibilities and budget appropriations under MNA

Responsible for operations of norOntair and Ontario Northland Railway (Polar Bear Express)

CHART 6 Continued

B. Ontario Ministry of Transportation and Communications

Functions - Executive engineering and design studies for highways and remote airports
- Constructs and maintains highways and remote airports

Headquarters Staff
1201 Wilson Avenue
Downsview M3M 1J8

Highway Program Development Branch

Program Planning Office
Mgr, R. Kher

System and Priority Analysis Group
(Develops scenarios, economic models and support material for policy decision-making and long-range planning)
Head, C. Sherwood

Highway Engineering Division

Surveys & Plans Office
Mgr, D. McFarlane

Cartography Section
(Historic material in files of highway maps 1923 to present)
Head, T.P. Wood

Surveys Section
(Historic material from survey plans on file)
Chief, J.T. Gourlay

Services Division

Supply & Services Branch

Library Services
(Considerable historic material in this library)

Transportation Programs Division

Air Office
(Involved in scheduled services, charter services, running airport facilities)
Head, Air Services, R. Domoney
Head, Airports, R. Killaire

Northwestern Region

615 James Street South, Thunder Bay P7C 4X9
Offices in Kenora, Sault Ste. Marie & Thunder Bay
Regional Director, W.D. Neilipovitz
Roads to Resources Program, Manager, Len Shorr
Air Transport, Manager, Bill Ranny

Northern Region

477 McKeown Avenue, North Bay P1B 8L2
Offices in Cochrane, New Liskeard, North Bay and Sudbury
Regional Director, G.F. Wetherall

- Have responsibility for engineering, planning, design, construction, improvement and maintenance of highways
- Provide technical assistance to NORTC
- Some MNA and NORTC projects passed to them for execution

CHART 6 Continued

C. Ontario Ministry of Natural Resources

Functions - Constructs and maintains an extensive network of resource access roads in Ontario North of 50°

Headquarters Staff

99 Wellesley Street West
Toronto M7A 1W3

Policy Coordination Secretariat

Director, M. Fordyce
Resources Products Policy Officer, E.E. Multamaki

Handles road matters within the Secretariat. Knowledgeable about overall MNR position in policy sense.

Land Management Group

Director, E.F. Anderson
Resources Access Coordinator, J.M. Small

Maintains a general overview of MNR expenditures by regions and districts for various types of MNR roads. It does not have a composite map of roads for all northern Ontario. There is much useful cost information here.

Northern Region

140 Fourth Avenue
Cochrane P0L 1C0

Office of Regional Engineer

60 Wilson Avenue
Timmins P4N 2S7
Reg Engineer, Mike Paradise

General and detailed knowledge of regional road situation. Good starting point for studies.

Cochrane District
Hearst District
Kapuskasing District

North Central Region

435 James Street South
Thunder Bay P7C 5C6

Office of Regional Engineer

Reg Engineer, Bruce Adamson

Geraldton District
Nipigon District

Northwestern Region

806 Robertson Street
Kenora P9N 3X9

Office of Regional Engineer

Dryden District
Kenora District
Red Lake District
Sioux Lookout District

C. Ontario Ministry of Natural Resources (continued)

The above listed districts of MNR fall in part or entirely within Ontario North of 50°. Within each district, the manager and the local lands officer are most familiar with the road situation. Maps of all MNR roads are available and recourse to the district level administration is necessary to accurately plot and identify ministry and private company forest access roads by name. Somtimes useful historic information can be obtained here, particularly if the responsible staff has been located in a district for a number of years.

An Access Roads Committee was set up by the Northern Ontario Tourist Outfitters (NOTO) Association several years ago. Members of NOTO were appointed to represent tourism interests in each administrative district of MNR insofar as forest access road matters were concerned. Theoretically, they were to inform all NOTO members of road matters within the district that would affect them and they were to represent a formal point of contact for MNR with the tourism industry. Sometimes this same NOTO roads representative was also a member of the Advisory Committee for the district land use planning process.

Each district manager of MNR has considerable latitude in the manner in which he chooses to interface with the tourism sector with respect to forest access road opening and closing within his jurisdiction.

D. Canadian Transport Commission

Les Terrasses de la Chaudière
15 Eddy Street
Hull, Québec K1A 0N9

Air Transport Committee

Operations Branch

R. Smith
R. Landry

The Canadian Transport Commission is the licensing agency. This group has complete information on all companies providing scheduled or charter air services in Ontario North of 50° and on the planes operated by those companies by type and weight class.

CHART 7

COMPOSITION OF NORTC, 1982

Ministry	Representatives
Northern Affairs (Chairman)	Minister & Deputy Minister
Secretariat for Resources Development	Provincial Secretary & Deputy Secretary
Transportation and Communications	Ministerial Parliamentary Assistant & Deputy Minister
Natural Resources (Alternative)	Ministerial Parliamentary Assistant & Deputy Minister

Secretary Len Shorr,
Manager, Roads to Resources Program
Northwestern Region,
Ministry of Transportation
and Communications,
Thunder Bay

Source: Secretariat, Northern Ontario Resources Transportation Committee

middle management in the civil service. The pattern for the Ministry of Transportation and Communications is interesting and perhaps surprising. Representation at the political level is minimal and 16 of the meetings attended at the civil service level were connected with the performance of the secretarial function. However, this probably ensures that the ministry is kept up to date on proceedings.

Fairly wide-ranging terms of reference were set forth for the operations of NORTC, with its purposes defined as:

- to recommend to government a continuing flexible transportation route construction and improvement program to promote maximum economic growth and development of physical and human resources in northern Ontario;

- to act as clearing house for northern Ontario transport policy matters;

- to ensure co-ordination between its special programs and the regular programs of other government departments;

- to commission research required to determine priorities in its program;

- to maintain broad consultative liaison with other official boards, commissions or committees periodically appointed to review transportation, government machinery and natural resources in the north;

- to direct the application of funds voted annually for the attainment of the objectives of NORTC. Recently the vote has been in the order of $4.0 to $4.6 million for each fiscal year.

CHART 8

MINISTERIAL REPRESENTATION IN NORTC MEETINGS, 1981

Ministry	Cabinet Ministers and Parliamentary Assistants	Civil Servants			
		Assistant Deputy Ministers		Other Staff	
	Meetings Attended	No.	Meetings Attended	No.	Meetings Attended
MNA	11	3	4	7	40
MNR	2			5	19
MTC	1			2	33
Secretariat for Resources Development	4			1	8

Source: Secretariat, Northern Ontario Resources Transportation Committee

Sources of Funds for Road Transport Infrastructure Construction, Improvement and Maintenance

General Pattern

It is important for the tourism sector to have a clear appreciation of the nature of the financial organization for airport, highway and road construction, improvement and maintenance in northern Ontario in general and in Ontario North of 50° in particular. This is especially true in the present atmosphere of confrontation.

As indicated in Table 18 and its ample notations, capital development of transport infrastructure is financed under the vote of the Ministry of Northern Affairs for its Northern Economic Development Program, the former Regional Priorities Budget of that Ministry being reorganized in the budget submission of the 1980/81 fiscal year. Funds are transferred through a journal entry to MNR and MTC to carry out the construction under contract or through the use of their own resources. In effect, these ministries "flow the cash" and take over the implemental operational aspects. Through control of the funding, the Ministry of Northern Affairs determines priorities for highway and road construction in northern Ontario within a broad social-economic-political frame of reference.

Airports are funded from a portion of Vote 703 of the Ministry of Northern Affairs transferred to MTC for this purpose. Maintenance comes entirely from the budget vote of MTC. The construction and maintenance of the airport road are met entirely by the vote of MTC.

The line Ministries of Natural Resources and Transportation and Communications determine the technical aspects, system needs, system planning and cost estimates. They have their own individual votes for maintenance. That of MTC is the major factor, as can be seen from the dollar amounts shown in the table. Some maintenance funds are transferred from NORTC to MNR but these are modest in an overall sense.

Northern Ontario Resources Transportation Committee

The Northern Ontario Resources Transportation Committee functions towards the attainment of its objectives or purposes essentially through two programs of financial assistance for road construction and improvement. While it is not the general policy of NORTC to finance road maintenance, leaving this to private companies and the appropriate line ministries with the major responsibility for these facilities, exceptions have been made in the case of some non-status roads in Ontario North of 50°, including the Jones, Marchington and Moosonee Southerly Roads, all of which are noted subsequently.

In the main, the grant program is operated largely on consideration of the merits of each individual request for assistance submitted. However, acceptance of some projects may more or less commit NORTC to capital and/or maintenance grants over a number of years.

TABLE 18

SOURCES OF FUNDS FOR CONSTRUCTION AND MAINTENANCE
OF ROAD TRANSPORT INFRASTRUCTURE
IN NORTHERN ONTARIO, 1982

Funding Sources and Infrastructural Elements	Budget Estimate 1981/82 $ Millions
I. For Capital Development	
A. Ministry of Northern Affairs	
All capital development is funded through this Ministry.	
1. Northern Economic Development Program (Vote 702)	
Included in this vote of $76.2 million in the 1981/82 fiscal year were expenditures for program administration, resources development, industrial development and transportation development ($43.4 million). Within the latter there are a number of individual items including:	
(a) Forest Access Roads	43.4
Include forestry and recreation/cottage roads.	
(b) Forest Management Subsidiary Agreement Roads	
These are built through a 50/50 cost-share arrangement between the federal Department of the Environment and the Ontario Ministry of Northern Affairs.	
(c) Northern Ontario Resources Transportation Committee	
Expenditures for roads by this agency are a separate item in Vote 702.	

TABLE 18 Continued

Funding Sources and Infrastructural Elements	Budget Estimate 1981/82 $ Millions
In the case of items (a) and (b) above, funds are transferred to the Ministry of Northern Affairs as a journal entry for the construction under contract arrangements with private companies or by agencies of the department. Most funds disbursed by NORTC for the construction of winter roads and snowmobile trails by Indian bands and private contractors are transferred to MNR to administer. In effect, Vote 702 is almost entirely transferred to MNR as a journal entry.	
2. Northern Transportation Program (Vote 703)	
Included in this vote are air transport infrastructure ($2.1 million), rail and ferry ($16.7 million) and northern roads ($63.0 million).	
(a) Northern Roads	
This vote that is transferred to the Ministry of Transportation and Communications represents the main source of funding for highway and road construction and improvement in northern Ontario. Only a small proportion is directed to Ontario North of 50°.	63.0
3. Northern Community Services and Development Program (Vote 704)	
Some local municipal or community road construction or improvement, including roads to local airports, may be funded from this vote from time to time. In the main, however, the vote is directed to other aspects of community services and general development. It is of interest to note that the construction of other roads within an Indian community is financed 50 per cent by MTC and 50 per cent by the community. The federal Department of Indian Affairs and Northern Development provides the portion of the cost chargeable to the community. The grant provided by the Ontario Ministry of Transportation and Communications is paid only after the work has been completed by or for the community under a contract with a private construction company.	

TABLE 18 Continued

Funding Sources and Infrastructural Elements	Budget Estimate 1981/82 $ Millions
II. For Maintenance	
A. Ministry of Transportation and Communications	
This ministry has its own vote for maintenance of the highway system in both southern and northern Ontario. In 1981/82 the budget estimates for the entire province were $180.00 million. Considerable work is required to identify an individual amount allocated to northern Ontario from this provincial total estimate.	
B. Ministry of Natural Resources	
For northern Ontario, the vote of $2.2 million in 1981/82 is modest by comparison with that of MTC. This is to be expected, considering the difference in the type and scale of responsibilities in this field.	2.2
C. Ministry of Northern Affairs - Northern Ontario Resources Transportation Committee (NORTC)	
On occasion, some maintenance funds are transferred to MNR for roads in Crown Land Management Units that are experiencing high volume use and are likely to be put into the provincial system in the near future.	

There is no comprehensive short-, medium- or long-range physical plan or strategy for highway and road development in northern Ontario as a whole or in any part thereof, such as Ontario North of 50°. As previously noted, a Cabinet decision was made in 1968 to rely on air transport for access to remote northern settlements, presumably influencing the decisions of NORTC. There appears to be an overall desire to limit, and perhaps even to curtail, involvement in winter roads and snowmobile trails in this area, at least until the results of the present study of their value are available.

Direct Programs (Non-Shareable)

Road construction, improvement and maintenance projects included under the direct program are considered priority items by virtue of their important social and economic impacts and are therefore funded to 100 per cent of costs. This has been the major program of NORTC over the years and in 1981 accounted for 93 per cent of the $4.3 million in financial assistance for resource roads in northern Ontario. Included under the Direct Program are:

(i) Crown Management Main Haul Roads. These roads, considered multi-use facilities in that they are open to the public, are constructed to assist small timber and pulp cutters to harvest the resources of Crown Land Forest Management Units. The Moose Lake Road off the Marchington Road, the Suffel Lake Road near Red Lake and the Pikitigushi Road fall into this category. Some of these roads are now under the Forest Management Subsidiary Agreement between the federal Department of the Environment and the Province of Ontario.

(ii) Non-Status Roads. These are built and maintained by NORTC funding to MNR and to MTC. Federal cost-share funds through the former Roads to Resources and Department of the Environment programs also have been used in the construction of many of these roads. In Ontario North of 50°, the following non-status roads have received NORTC funding: Jones Road, Marchington Road, Moosonee Southerly Road, Nungesser Road and Pickle Lake Northerly (Windigo) Road.

(iii) Community Access Roads. These are intended to provide short links to highways. North of 50° they would link reserves to each other or to highway networks to the south. NORTC does not have the money to construct long and costly roads requested from time to time by native settlements.

(iv) Winter Roads. These are discussed in detail earlier in this report.

(v) Snowmobile Trails. These are discussed in detail earlier in this report.

Indirect Program (Shareable)

This is a minor component of the assistance program of NORTC, involving small individual amounts and representing between five and seven per cent of the total annual funding. Through this program subsidies are provided to private companies for road construction on a 50/50 share of actual incurred costs up to a maximum of $25,000 per mile (1.6 km). While there is no upper limit set for the total subsidy per road, the roads are usually 40 km or less in length. The roads are

intended to get materials out, usually timber, pulp or minerals, and the company must be in production to receive a subsidy. Some financial aid has apparently been given for school bus routes. The roads must be constructed to a standard suitable for industrial use. As they are open to the public, the roads are inspected to ensure that they meet required provincial standards.

With the exception of the subsidy to McKenzie Forest Products for the construction of 8.8 km of Class B routeway in the Sioux Lookout Management Unit at an estimated cost of $351,000, shareable on a 50/50 basis, there have been no developments in Ontario North of 50° under the shareable program component. Funding by NORTC for all types of roads since its inception in 1968/69 to fiscal year 1980/81 is shown in Table 19.

TABLE 19

FUNDING BY NORTC FOR ALL TYPES OF ROADS, 1968/69 TO 1980/81

Year	Cost $(000)	Year	Cost $(000)
1968-69	1,250	1975-76	4,500
1969-70	2,100	1976-77	4,000
1970-71	4,200	1977-78	4,000
1971-72	4,000	1978-79	4,100
1972-73	4,000	1979-80	4,600
1973-74	4,150	1980-81	4,600
1974-75	4,483		

Source: Secretariat, Northern Ontario Resources Transportation Committee

The relatively stable amounts from fiscal years 1970/71 to 1980/81, $4.0 million to $4.6 million, coupled with the rate of cost increase over that 11-year period, suggest that the physical extent of the work undertaken has been decreasing steadily. The bulk of the expenditure for highway and access road construction under the program has been directed to projects south of 50° North. Given government policy with respect to reliance upon air transport for access to remote settlements in northern Ontario, this focus is likely to persist. In contrast, modest expenditures in the last six or seven years for winter roads and snowmobile trails, discussed in another section of this part of the report, are directed to locations in Ontario North of 50°. The future of this element of the grant program, however, is now under study and it conceivably could be eliminated or substantially curtailed.

Transportation Planning in Ontario North of 50°

Policy/Strategy Planning

Early in 1970, the planning group at the Ministry of Transportation and Communications headquarters at Downsview was requested by the Cabinet Committee for Resources Development (CCRD) to examine prospects for an integrated approach to air, road, rail and water transportation in far northern Ontario, including Ontario North of 50°. In this study, transport was viewed from both economic and social perspectives, with considerable emphasis on the latter.

It was clear that road development was increasingly encountering problems in northerly areas. The remote settlements were small and dispersed. Some Indian communities were strongly opposed to road connections with southern urbanized centres. While a routeway can be selected through high ground with reasonable success, the attainment of high quality aggregates within economic hauling distance is often a severe constraint. Finally, three km of tarmac or gravel strip runway and an access road from a settlement to its airport were cheaper than 240 km or more of costly all-weather roadway with associated bridging. Considered from another perspective, it could be stated that trade-off was required between lower government costs for airport construction and maintenance and higher personal travel costs associated with air fares.

On the basis of these investigations and other supporting considerations, the provincial Cabinet Committee for Resources Development recommended to Cabinet that access requirements for remote northern settlements be provided primarily through airport development rather than all-weather roads or waterways. Interestingly, there was no public statement from Cabinet, CCRD or MTC with respect to this policy decision. The rapid construction of the airports in the remote settlements was of course a tangible manifestation of actual policy decisions on the landscape.

There are no master plans to extend the network in keeping with this policy beyond the present facilities. However, airstrips will be built in settlements currently resisting them should they change their position, and improvements are steadily introduced to the facilities now constructed.

A report on *Transportation & Living Costs in Remote Northern Ontario Communities* was released in 1983. The study task force was chaired by the Ministry of Northern Affairs and included representatives from six other ministries. With respect to transportation, recommendations were made regarding air transport, all-weather roads, winter roads and marine transport. Some of these have significent implications for tourism planning and development in Ontario North of 50°.

In 1981, the Ministry of Transportation and Communications completed a review of operational patterns in remote airports that in many respects could be classed as a policy effectiveness evaluation. Some data useful to tourism planning are contained in this report.

In 1981, a small three-member committee chaired by a transport economist, Ministry of Northern Affairs, Thunder Bay, with representatives from the Ministries of Natural Resources and Transportation and Communications, was set up to look into the question of a winter roads policy for NORTC. There are two phases to the work program. The initial definition of the terms of reference to guide the work of the committee has been completed and submitted to NORTC for approval. As part of this study, extensive discussions were held with people in Manitoba where winter roads have been in operation for some time.

In 1978, a review of transportation in the Kayahna Council area was undertaken by a consultant company with funding provided by the Ontario Ministries of Natural Resources and Northern Affairs [1]. Included in the study were the following communities: Big Trout Lake, Wapekeka, Kingfisher Lake, Wunnummin Lake, Kasabonika, Fort Severn, and Long Dog Lake.

The study was instituted largely in response to the expressed desire of Big Trout Lake to enter into the air transport business on a community basis and efforts of a federal group looking to increased employment opportunities in the area. From the transportation point of view, several recommendations were advanced, including:

- that a separate transportation business be established within each Economic Development Corporation in the Council Area;
- that the Economic Development Corporations of Big Trout Lake and Fort Severn arrange to erect a terminal building on the airport site with passenger amenities and freight storage capacity;
- that the Ministry of Transportation and Communications be encouraged to install and maintain night lighting at permanent airstrips in the Kayahna area and that a reliable private non-directional beacon be installed;
- that the Kayahna Area Council, on recommendation of each Community Economic Development Corporation, appoint a freight coordinator/expeditor;
- that an all-weather road be constructed between Big Trout Lake and Wapekeka (Angling Lake);

- that the Kayahna Area Council set up a negotiating committee to initiate discussions with Brian Barfoot, owner of Big Trout Airways, with the intent to purchase his airline at an estimated cost of $200,000 to $260,000, with the money to be raised by the sale of common shares to individuals living in the Kayahna area. If the money could not be raised in this manner, then the attempt to purchase the airline should be terminated and the idea considered not feasible and rejected due to lack of individual support. This appears to be a "neat way" to push native ownership of local airlines in Ontario North of 50° into the background, probably because native people are considered incapable of operating such sophisticated business ventures.

Physical System Master Planning

Insofar as the remote airport program is concerned, there has been no need for extensive and sophisticated master planning. The policy decision of CCRD simply required the steady introduction of facilities in the communities. Priorities were more a direct result of the urgency of community needs, largely a function of size and the desire of the population to have such a facility constructed. Two communities still resist the introduction of airports for a variety of reasons.

There has been no medium- or long-range physical system master planning for a highway and road network in any part of Ontario North of 50° by MTC, MNR, MNA or NORTC. Moreover, nothing of this type is contemplated in the near future.

Project/Facility Planning

Feasibility and engineering studies were completed for or by the Ministry of Transportation and Communications for all remote airport constructions undertaken. No attempt was made to evaluate this group of project studies systematically. Interestingly, current and future tourism transportation requirements are not specifically examined in any report. Nevertheless, the reports frequently contain general community profile information that has application in some aspects of policy, strategy and project planning and development for tourism in Ontario North of 50°.

The work of the Highway Program Planning Office at MTC headquarters, Downsview is highly project-oriented, even though it is termed a program planning unit. The four planners on staff, one of whom concentrates on northern Ontario, essentially monitor traffic growth statistics assembled by the Ministry, together with natural resource and community development information from a variety of sources, in order to identify and respond to needs as they emerge or are brought to their attention by various political and administrative processes and procedures. In their work, no special attention is given

to tourism, but this may be one of several aspects considered in the assessment of a particular situation. When such is the case, the data base employed is almost exclusively that available in studies of the Ministry of Tourism and Recreation or private tourism groups such as the Northern Ontario Tourist Outfitters Association.

While there is no planning by MNR for a comprehensive access road system across all northern Ontario, or Ontario North of 50° in particular, there is a strong element of road planning within the forest management plans of private companies for the harvesting of their individual limits. Moreover, road planning is and will continue to be an important component of the Forest Management Agreements that soon will encompass most or all of northern Ontario where commercial forests are present.

The companies submit *20-Year Management Plans* to MNR district offices showing areas to be harvested and reforested, and these are subject to public review. The plans are shown at most if not all meetings held with outfitters and their associations or organizations to discuss access road problems. They are reassessed every 20 years. For example, those of Boise Cascade formulated in 1967 will be reviewed in 1987 and those of Great Lakes Paper prepared in 1971 will be subject to this process in 1991. Plans for Crown management units in the Red Lake District prepared in 1966 will be reassessed in 1986.

The *Five-Year Operating Plan* provides more specific information with regard to areas to be harvested and reforested and the roads to be constructed. For example, the five-year operating plans of Great Lakes Paper are dated 1976, 1981, 1986; those of Boise Cascade 1972, 1977, 1982. These plans also are subject to public review and tourist operators can see them at any time on demand. Each plan submitted by the company for an FMA or prepared by MNR for a Crown management unit must be deposited in the district office of MNR for public review for at least 30 days prior to signing by the Ministry.

The *Annual Operating Plan* prepared by the company must be submitted to the MNR district office by April of each year. Meetings with tourist operators and other interested parties are scheduled for the following month of May.

In the case of roads constructed under Forest Management Subsidiary Agreements, studies are completed for each proposed development to determine if the investment is economically feasible. In the studies to date, tourism receives limited attention, amounting to little more than a listing of commercial hunting and fishing camps in the vicinity. Sometimes tourism interests submit briefs to MNR or other government agencies, as did the Kenora District Tourist Outfitters Association in the case of the Redditt FMSA Road to the Minaki Crown Management Unit.

The crucial matters of tourism sector involvement in forest access road planning and the various approaches and institutional arrangements devised to facilitate an effective interface between private companies, the district staff of the Ministry of Natural Resources, commercial tourist and remote sportcamp operators, and the general public have been discussed at length in various sections earlier in this report.

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Volume

4

TOURISM DEVELOPMENT IN ONTARIO NORTH OF 50

Volume Four

THE HERITAGE RESOURCE SUPPLY FOUNDATIONS

Volume Five

THE CLIMATE SUPPLY FOUNDATIONS

the ROYAL COMMISSION on the NORTHERN ENVIRONMENT

TOURISM DEVELOPMENT
IN
ONTARIO NORTH OF 50°

Volume Four

The Heritage Resource Supply Foundations

Volume Five

The Climate Supply Foundations

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THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT
1984

Ontario

Royal Commission
on the Northern
Environment

From the Office of
the Commissioner

PREFACE

Relationship of Tourism to the Commission's Mandate

The mandate of the Royal Commission on the Northern Environment directs me to make recommendations concerning both the manner in which the development of major enterprises takes place in Ontario North of 50° and the means whereby decisions to undertake such enterprises are reached. Hence this Commission's program has been governed by my two overriding concerns. One is to find ways of ensuring that development, when it occurs, proceeds in an orderly fashion, working in concert with and not at the expense of the environment. The other is to explore various means of ensuring that northerners are involved effectively in decision-making on issues that affect them.

I regard tourism as a major enterprise having far-reaching implications for social and economic development, resource allocation and management, and environmental protection in all parts of Ontario North of 50°. And, for several reasons, I consider it to be a particularly appropriate enterprise for native people living in communities beyond the reach of the present network of all-season roads. The tourism sector clearly offers attractive opportunities for new development in the far north, with prospects for generating substantial income and employment for the people living there as well as benefits to the province as a whole. Tourist activities consume resources but need not deplete the basic stock of renewable biological resources on which they mainly depend provided that these resources are managed according to sound sustained-yield practices. Moreover, I am convinced that implementation of multiple-use resource allocation and management principles would permit tourist operations to co-exist over the long term with traditional, community-based trapping, hunting and fishing activities.

Native people and others living in Ontario North of 50° are understandably apprehensive that tourism could develop without adequate sensitivity to their circumstances and interests — that most of the economic benefits would leak outside the region while the adverse social and cultural impacts would be borne within it.

This must not happen, and need not. I believe that the kind of development that does occur must take advantage of the residents' existing economic and cultural relationships with their natural environment, secure a flow of benefits into their communities, and involve them fully in all aspects of planning, decision-making and facility operation.

Objectives and Scope of the Study

The Commission undertook this study of tourism prospects for Ontario North of 50° in order to obtain an assessment of the opportunities available, a set of realistic alternatives for tourism development, and a view of tourism's place in the spectrum of competing demands for the region's natural resources.

Since specialized wilderness resource-based tourism, encompassing hunting, angling, camping and travel, is clearly the most appropriate type for the greater part of Ontario North of 50°, the Commission's terms of reference for the study accorded it priority. Issues of general tourism and outdoor recreation were to be dealt with also, but only to the extent that they are manifest north of 50° or are likely to impinge on wilderness tourism there.

Implications for Further Action

The production of a development plan for the tourism sector is sorely needed but beyond the scope of my Commission. However, I am pleased to find that the study has an essentially practical orientation that will help others to draw up proposals that can be implemented, since it evaluates alternative policies and strategies for the allocation and management of renewable and terrain resources, for tourist market exploitation, for investment in tourist facilities and maintenance and management of them, and for attainment of local income and employment impact.

This study forms a crucial part of this Commission's research. I am relying on its findings, as well as on public submissions on tourism matters, in formulating my final recommendations. The reports on various aspects of tourism development will undoubtedly prove useful to those having responsibilities for planning and decision-making in the tourism field and can serve as a major source of information for participation by interest groups and the public generally in the planning and decision-making processes.

J. E. J. Fahlgren,
Commissioner

ACKNOWLEDGEMENTS

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This publication has been prepared for the Royal Commission on the Northern Environment. However, no opinions, positions or recommendations expressed herein should be attributed to the Commission: they are those solely of the author.

Volume Four

The Heritage Resource Supply Foundations

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INTRODUCTION

This volume on *The Heritage Resource Supply Foundations* is one of a set of five presenting the results of the study of *Tourism Development in Ontario North of 50°* undertaken for the Royal Commission on the Northern Environment. The terms of reference for the study established three main objectives:

1) to assess the magnitude and socio-economic significance of development opportunities for wilderness-based tourism in the region;

2) to design a set of alternative policies and strategies to ensure that prospective local entrepreneurs are placed in a position to effectively exploit and benefit from these opportunities, and

3) to evaluate the future role of tourism within the context of increasing general development pressures and their associated economic, social and natural environmental consequences for people and resource uses in the region.

Four of the five volumes, including this one, present detailed technical information and evaluations for four components of the tourism field: the climatic resource foundations, the heritage resource foundations, transportation infrastructure, and tourist facility development. The fifth volume, *Issues and Policy Options*, summarizes the main issues confronting the development of tourism in Ontario North of 50° and identifies and evaluates the range of policy and strategy alternatives for resolving them. It represents a synthesis of the perspectives and insights gained during the course of the research.

The four detailed technical reports on components of the tourism field have a common four-part format. The first part, *Pattern*, describes and evaluates each component in relation to tourism development, adopting historic, current and future time perspectives as appropriate.

The second part, *Major Implications for Tourism Planning, Development, and Operation*, examines the implications of pattern in terms of opportunities and constraints facing government agencies, private entrepreneurs and researchers involved in investment and management planning and development and operational decision-making in the particular component of the tourism field under consideration.

The discussion in the third part, *Issues*, can serve as a basis for informed decision-making regarding the component and constitutes input for the volume on *Issues and Policy Options*.

The fourth part, *Support Documentation*, consists of three main sections. The first, *Related Agencies, Programs, and Information Output*, discusses the activities of agencies having functions related to the component and their interface with the tourism sector, and thereby provides useful information for those involved in the planning, development and operation of tourist facilities, particularly native communities and private entrepreneurs who may not be familiar with the research and decision-making structures of government for the component. The second, *Contacts Made in Course of Study*, lists the people who have contributed in an important way to this study and who may be useful to others in the future. The third, *References*, identifies the documents that were consulted during the course of the study.

PATTERN

The components of heritage resources forming an integral part of the supply foundations for tourism are readily identifiable, and include Indian rock paintings and prehistoric and historic sites and structures, marker programs and museum developments. Each is discussed individually although the interrelated nature of the grouping should be recognized.

PREHISTORIC CULTURAL SITES AND ARTIFACTS

The treatment of the subject is highly selective and intended solely to provide the minimum basic description considered sufficient for an appreciation of the resource as an integral component of the supply foundations for tourism in Ontario North of 50°. Initially, a brief summation of general cultural patterns and relationships is presented. This is followed by a summary statement of site distribution. The accompanying map reflects the spatial focus of field research in recent years in Ontario North of 50°. There are undoubtedly thousands of undiscovered sites in and around settlements and along every major prehistoric water highway system. In the recent West Patricia Archaeological Project, a sub-component of the West Patricia Land Use Plan, close to 1000 new sites were discovered and the range of the Palaeo-Indian culture was extended farther north than previously thought to be the case.

No attempt is made to distinguish individual sites, but rather to identify general areas of site concentration. Secondly, the sites are not distinguished on a time period or cultural basis. Frequently sites contain artifacts from several cultural periods, especially those at superb fishing and hunting locations.

Major Cultural Periods

Four major cultural periods and several associated traditions are recognized in the 9000 years of prehistoric occupation in northern Ontario as a whole. Three of the periods, including Archaic, Middle and Late Woodland together covering about 7000 years, were distributed widely across Ontario North of 50°. Insofar as can be determined from present investigations, the earliest Palaeo-Indian culture barely penetrated that far north.

On the basis of present knowledge it would appear that prehistoric cultures were not uniformly distributed over Ontario North of 50°. Palaeo-Indian cultures apparently penetrated no farther north

CHART 1

PREHISTORIC CULTURAL PERIODS AND ASSOCIATED CHARACTERISTICS IN ONTARIO NORTH OF 50°

Cultural Periods and Traditions	Time	Events and Characteristics of Interest
Palaeo-Indian Period	6000BC-5000BC	- Glacial ice fronted by glacial Lakes Agassis and Minong (in Lake Superior Basin) covered Ontario North of 50° - Lac Seul area most northerly known location of sites - Hunted caribou with spears
Archaic Period Old Copper Culture	5000BC-500BC	- Rapid spread of people and, by middle of period, all across northern Ontario including North of 50° - Bow and arrow introduced about 1600 BC - Roots of a fishing technology established including harpoons. Bait fishing and fish traps used for river sturgeon and suckers - Copper used as raw material for tools - Assumed to have had canoes or boats because campsites on islands
Middle or Initial Woodland Period Laurel Tradition	400BC-900AD	- Small encampments for extended families of 25 people in one or two oval lodges, but large villages appear at some points (Sault Ste. Marie, La Cloche, Lake Superior Provincial Park), all to the south of Ontario North of 50° - Pottery was used for the first time - Seine fishing began in shallow water areas

CHART 1 (Continued)

Cultural Periods and Traditions	Time	Events and Characteristics of Interest
		- Extensive trade networks from the Atlantic to the western plains developed using the routes to be followed by fur traders 1000 years later
Late or Terminal Woodland Period Blackduck Tradition Selkirk Tradition	800AD-1700AD	- Wild rice became a food staple and laid foundation for population increase - Developed a specialized adaptation to northern Ontario seasonal cycle of food resources. Main sites were concentrated at spring and fall hunting and fishing grounds - Gill net fishing in deep water began - Rock paintings on cliffs spread across the north - By the 15th century a well-organized trade developed between Ojibway in north-eastern Ontario and the Huron and Ottawa to the south

Source: References [7], [8], [19], [20]

than the Lac Seul district. From about 900 to 1700 the Blackduck and Selkirk traditions of the Late or Terminal Woodland period appear to have occurred simultaneously in northwestern Ontario. The entire area did not necessarily, and in fact probably did not, experience the complete sequence of cultures. In effect, the prehistoric people in some places probably moved directly from an early to a later culture, skipping an intervening tradition.

The time periods shown in the foregoing outline are simply broad approximations for northern Ontario as a whole. In the more northerly interior part of the study area, cultures and traditions may have arrived somewhat later or lingered considerably longer.

Palaeo-Indian Cultural Period 6000 BC - 5000 BC

Following the retreat of the Wisconsin continental glacier to the north of the upper Great Lakes about 9500 BC, the peoples of the Palaeo-Indian cultural period moved from the south and west into a tundra and parkland environment where caribou were abundant. As late as 7500 BC most of Ontario North of 50° was still covered with ice. Large glacial Lakes Abitibi, Agassis and Minong occupied the Lake Superior Basin fronting the ice sheet.

The culture apparently reached the Thunder Bay area by about 7000 B.C. Archaeological field research undertaken through the West Patricia Archaeological Project revealed sites associated with this cultural period in the Lac Seul area and in the area to the east about 160 kilometers north of Lake Superior. As previously noted, this represented a considerable extension of the northern limits of the range of the culture. On the basis of present knowledge, however, it appears that the distribution of Palaeo-Indian cultural sites barely penetrated Ontario North of 50°. Moreover, the sites are mainly the remains of campsites (bone, fire rings, etc.) that have no visual impact from a tourism development standpoint.

Archaic Cultural Period 5000 BC - 500 BC

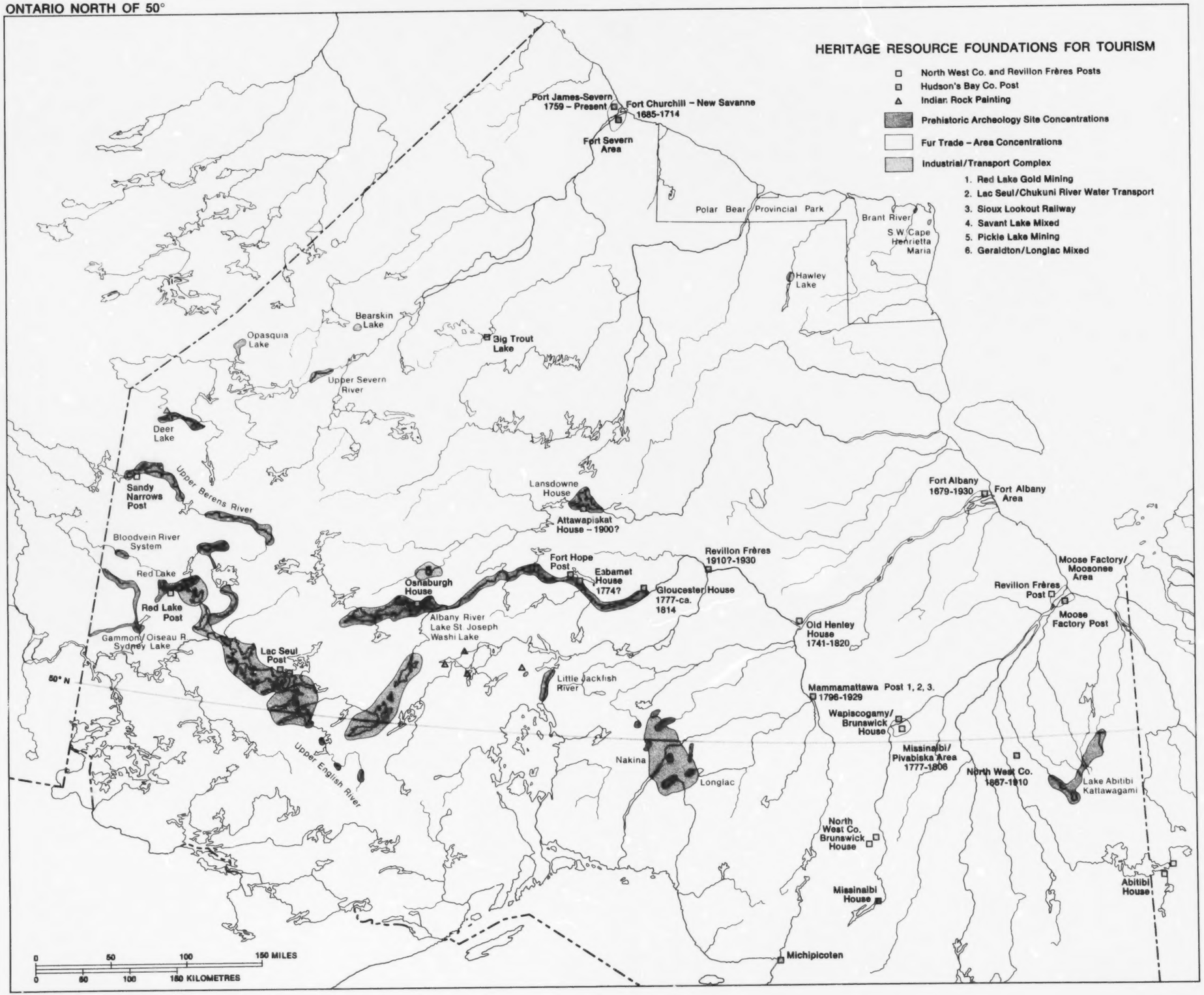
A warmer and drier climate resulting in major changes in the distribution of large game and plant communities ushered in the longest of the cultural periods, lasting about 4500 years. In northern Ontario, two Archaic traditions are recognized, largely on the basis of arrowhead design. These include the Shield Archaic that appears to be descended from the Plano peoples indigenous to the Boreal forests and the Plains Archaic brought by the people who entered the southwestern portions of the area as the prairie grasslands spread eastward and northward from Manitoba and Minnesota. It is the Shield Archaic tradition that is encountered in Ontario North of 50°, although some influence of the Plains may be detected in the southwest portions.

The Shield Archaic tradition represented a successful adaptation to the cyclical nature of the food resource that involved a repetitive pattern of lakeshore fishing and interior Boreal forest living within prescribed territories. The bow and arrow was introduced. The roots of a fishing technology were laid down in this period including bait and trap fishing for river suckers and sturgeon. Since campsites of these peoples have been found on islands, it is assumed that they had canoes or dugout boats. Local native copper deposits discovered around Lake Superior were fashioned into a wide variety of tools so that the period is sometimes termed the "age of copper".

Early Woodland Cultural Period

The Early Woodland culture that appeared in southern Ontario and the lower Great Lakes is not represented in northern Ontario.

ONTARIO NORTH OF 50°



Middle or Initial Woodland Cultural Period 400 BC - 900 AD

In northern Ontario two traditions in this cultural period are recognized including the La Cloche and the Laurel. In Ontario North of 50° only the latter occurred and it is widespread.

The origin of the culture and its traditions are in dispute. Some feel that it was a direct development from the Archaic base culture in the area and differed only in terms of the introduction of pottery. Others suggest that in northwest Ontario it was the northern extension of the Hopewell culture of the Mississippi valley to the south that is characterized by huge burial mounds.

The use of clay pottery to cook and store food was the novel trait of this cultural period. Seine net fishing in shallow water was developed. Over much of the area the people lived in oval lodges in small encampments comprised of about 25 members of the extended family. At some points to the south of Ontario North of 50°, including Sault Ste. Marie, La Cloche and Lake Superior Provincial Park, larger permanent settlements developed. The small family groups in the western parts of northern Ontario apparently came together, perhaps annually, in groups of 200 to 400 for communal events including the ceremony for the dead. Huge burial mounds were built in the Rainy River area.

Extensive trade networks reaching from the Atlantic seacoast to the Rocky Mountains were established in this period using the east to west waterways of the fur trade period a thousand years later. Trade and cultural influences also moved northward up the Mississippi waterways into northwestern Ontario.

Late or Terminal Woodland Cultural Period 800 AD - 1700 AD

About 800 AD the climate became warmer and moister and hence conducive to the spread of wild rice, providing a foundation for a substantial population increase. People continued to live in oval lodges, the forerunner of the wigwam. Deep-water fishing using gill nets was developed and pictographs likely originated in this cultural period.

A specialized adaptation to the seasonal cycle of food was developed. Apparently small family groups of 30 to 40 hunted, fished and foraged through the forest-lands along established circular routes. The remains of their short-term campsites scattered across the landscape are not of significance from a tourism development standpoint. The groups gathered together as a band at the spring spawning grounds of fish and the fall bird-hunting and rice-gathering areas. Here extensive and more substantial structures of a permanent or a semi-permanent nature appeared. Excavated, reconstructed, and interpreted, these spring and fall gathering points might have tourist appeal in some cases.

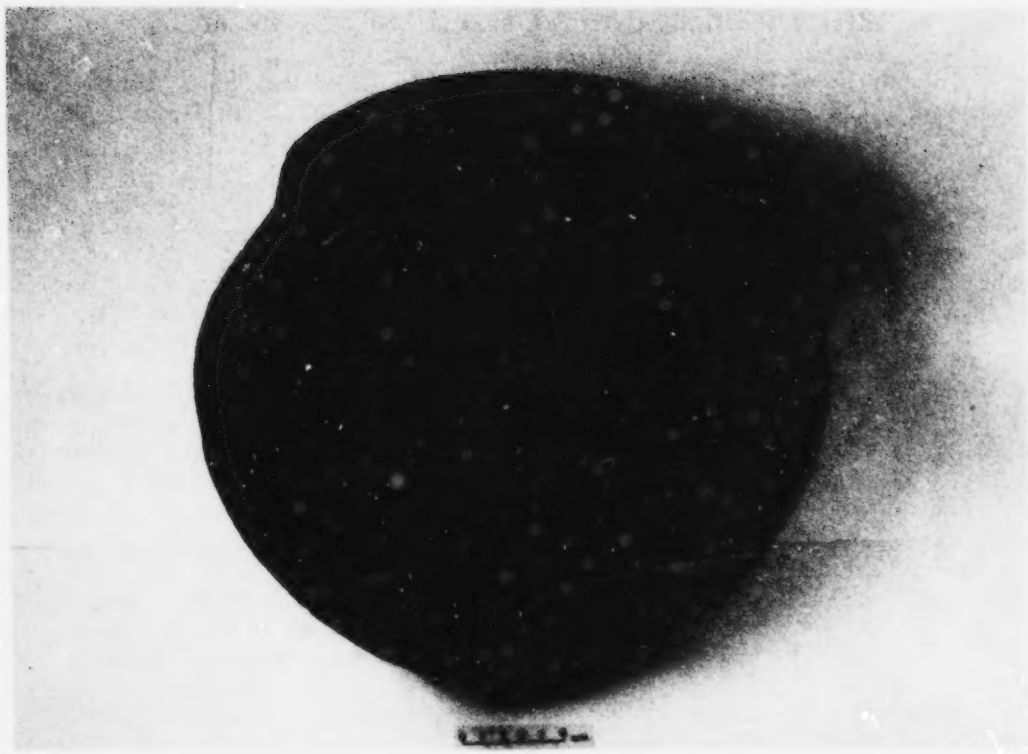


Plate 1: Reconstructed Cree clay pot about 500 years old, found on the Berens River. (Source: Ministry of Citizenship and Culture.)

It appears that an extensive trade was developed towards the end of this cultural period between the Ojibway and the Hurons to the south. A similar trade with southern Ontario, the plains and Michigan may have developed in the Nipigon area and the adjacent central Lake Superior region.

Two traditions are recognized on the basis of differences in pottery decoration, namely the Selkirk and the Blackduck. The former is generally considered to be the ancestral forerunner of the Cree. The ethnic relationship of the Blackduck is highly controversial. Some feel it is prehistoric Assinaboine, others Algonkian. At the present time, insufficient knowledge exists to determine the true relationship.

Major Site Concentrations

The distribution of prehistoric archaeological resources in Ontario North of 50° is shown on the accompanying map in site concentrations rather than by specific sites. Each major site concentration is keyed to the brief text description that follows.

Some important limitations require note. The concentrations mapped reflect only the content of the source documents reviewed and should not be interpreted as an exhaustive catalogue. Numerous isolated sites noted in various government and academic files and papers are not indicated. The concentrations in the western portions of Ontario North of 50° are an indication of the results of recent field investigations of the West Patricia Archaeological Project, not a reflection of a true distributional pattern but rather of the focus of research to date.

(1) Little Abitibi/Kattawagami Concentration

This series of sites between Little Abitibi, Detour and Kattawagami Lakes includes prehistoric Indian campsites and historic Indian cemeteries extending slightly above 50° North.

(2) Polar Bear Provincial Park Concentrations

(a) Brant River Sites

Two native campsites were excavated in 1971. One modern period site contained the foundation remains of tents, sod-covered conical lodges, stone tent rings and sod quarries. The second site dates from prehistoric times.

(b) Sites Southwest of Cape Henrietta Maria

Six pits, representing aboriginal subterranean caches for woodland caribou in the late prehistoric or early historic Cree period, were excavated in 1974.

(3) Hawley Lake Concentration

In 1973 and 1974, 14 sites were located in Hawley Lake and two eight kilometers downstream. Two sites were modern or post-1900. Fourteen were considered to represent a late regional phase of the Shield Archaic tradition about 900 AD. The usual bone, lithic and ceramic materials were uncovered.

(4) Bearskin Lake Concentration

Sites differentiated by cultures were discovered here.

(5) Upper Severn River/Opasquia Lake Concentration

Nine sites of the prehistoric and historic cultural periods were identified here by the West Patricia inventory. The precise cultural affiliations of some of the sites remain unknown.

(6) Deer Lake Concentration

In 1979, two prehistoric sites of Laurel and Late Woodland occupation were unearthed here, and several pictographs examined.

(7) Upper Berens River System Concentration

Along the upper Berens River, 41 sites of the Archaic cultural period and the Blackduck and Selkirk traditions were found here together with some of the historic period. In addition, four pictographs were discovered.

(8) Trout Lake Drainage System Concentration

Five prehistoric and four historic sites were identified in this concentration near Red Lake. It would appear from evidence to date that the Trout Lake drainage system was not a major waterway in prehistoric or historic times.

(9) Red Lake Concentration

In 1979, 13 sites comprising Archaic, Laurel and Blackduck prehistoric, historic fur trade and recent historic components were examined. Ceramic, lithic and faunal bone fragments were uncovered in the prehistoric sites.

(10) Telescope Lake to Pipestone Bay/Red Lake Concentration

Twenty-five archaeological sites were discovered here. Many did not contain diagnostic artifacts for assignment to precise cultural periods.

(11) Bloodvein River System (Larus to Sabourin Lakes) Concentration

There are 19 known sites here, 14 of which were uncovered in the West Patricia survey. The other five were previously recorded pictographs. The precise cultural affiliation of some sites remains unknown but most are of the Late Woodland period and one is a historic period fur trade post.

(12) Gammon River, Oiseau River, Sydney Lake Concentration

Thirty-eight sites were recorded in this area by the West Patricia survey. Some were associated with the Archaic, Blackduck and Laurel cultural periods and traditions. Some were of an unknown prehistoric period. Many sites had modern campsites located above them.

(13) Upper English River Concentration

Sixteen sites on Selwyn, Mattawa and Press Lakes and at Talking Falls and English River Falls were identified in 1979. Archaic, Laurel and Blackduck artifacts were unearthed. All occur somewhat south of 50° North.

(14) Albany River, Lake St. Joseph to Washi Lake Concentration

In the summer field seasons of 1978 and 1979, a total of 94 sites associated with the prehistoric and historic cultural periods

were investigated. The usual lithic, ceramic and bone fragments of the Archaic and the Initial and Terminal Woodland periods were found. Sites of the historic period yielded typical component material. Clearly, the Albany River has been a major water travel corridor since prehistoric times. There is no evidence, however, of Palaeo-Indian cultural penetration.

(15) Lansdowne House Concentration

Fifty-four sites were discovered here ranging from Archaic to historic in their cultural period affiliations.

(16) Little Jackfish River Concentration

About 20 sites were discovered here in a study completed for Ontario Hydro.

(17) Nakina/Longlac Concentration

Twenty-three sites on Fleming, Constance and the Upper and Lower Twin Lakes with Archaic, Initial and Terminal Woodland components are contained in this concentration. Lithic, ceramic and bone fragments were discovered together with miscellaneous metal and hardware remains of the historic period. All are located just north of the 50th parallel. Thirty-six sites of similar cultural periods were recorded around Burrows Lake just south of this parallel.

Indian Rock Paintings or Pictographs

The largest concentration of Indian rock paintings or pictographs in Canada, probably in North America, occurs in northwestern Ontario, and the majority are in the area North of 50°. On the accompanying map of heritage resources only a few of the major recorded concentrations are indicated. The major grouping of 18 sites at Cliff Lake represents the densest assemblage discovered to date. The eight sites investigated at Deer Lake in 1979 are among the most northerly recorded in Ontario.

Actually the sites are scattered across a host of locations in the western portions of Ontario North of 50°. Many have been reported by wilderness travellers and sportsmen but there has not been time or funds to have them checked by experts. In effect, no comprehensive inventory program has been undertaken to the present.

Absolute dating techniques have not yet been developed for Indian pictographs. Some may date back 1000 years or more to the Blackduck and Selkirk cultural periods. Others are clearly of the historical period following European contact since they depict such items as the horse and the rifle. Actually, Indians practice rock art to this day but the modern paints used will not survive for much more than 30 or 40 years. The originators of the art form apparently used red ochre (hematite) mixed with sturgeon fish oil that served as glue. Their work has survived for 500 years or perhaps even longer.

The meaning of the rock art remains a mystery to archaeologists. The abstract styles and symbolic nature of many of the morphs are extremely difficult to interpret, particularly when they are the artistic creation of people living centuries ago. Some probably have a religious significance.

From a tourism standpoint, the pictographs have considerable visual appeal. Those situated on well-travelled routes certainly justify a site interpretation program. The remarkable concentration at Cliff Lake that is accessible only by plane or boat could, if properly promoted and interpreted, be an important tourist attraction in its own right. It probably would have a specialized market prepared to pay the cost of access by charter plane.

The fact that the pictographs are susceptible to damage and cannot be easily protected represents a major problem. The paint surface can be quickly damaged by handling. Vandals have sprayed some with paint and "shot up" others. It appears also that Indians sometimes "retouch" the paintings or have done so in the past.

At the present time tourist sport camp operators are functioning as site wardens or guardians of a sort. They distribute booklets prepared by the Ministry of Citizenship and Culture to guests informing them of the significance of the sites and their fragile nature. They usually report any new sites that they discover.

HISTORIC ARCHAEOLOGICAL SITES AND STRUCTURES

The central focus of the discussion is on the fur trade theme. It is recognized, however, that there are a number of heritage resources associated with industrial development and transportation themes that are of local, regional, provincial and perhaps even national significance that could have considerable tourist appeal when presented in an attractive manner.

Fur Trade Posts and Fortifications

Treatment of this topic is admittedly uneven in that those resources that have been investigated and well-documented in recent years receive the most attention. Some historic areas such as Fort Albany are dealt with in a rather perfunctory manner due to limited readily available information. This should not be interpreted as an indication of limited resource potentials.

The Fort Severn Trade Posts and Fortification Complex

From the standpoints of both scientific historic interest and possible support features for local tourism promotion and development, the general history and archaeological remains of the Fort Severn settlement area are of major consequence. Two important themes are

represented here, including the period of French/English conflict in North America and the fur trade and associated trading post development. There is an almost continuous 300-year history of occupation at Fort Severn dating from 1685 to the present.

Two distinct historic archaeological resource areas have been identified. One, located on the south bank of the river about five kilometers upstream from the modern settlement, can be characterized as a complex of buildings and fortifications dating from the period of French/English occupation and conflict between 1685 and 1713. The second, located on the south bank of the modern settlement of Fort Severn on and around the present Hudson's Bay post, is representative of the fur trade era from the close of the Seven Years' War in North America in 1759 to modern times.

(a) Upstream Fort Churchill and Nieu Savanne - 1685 to 1714

Discovered in 1631 by both Captains Thomas James and Luke Foxe of the Royal Navy in their search of Hudson and James Bays for the Northwest Passage, the Severn River appears to have been neglected until rediscovered by Governor Bayley of the Hudson's Bay Company in 1674. In 1679, on a still undetermined site, a Hudson's Bay post was built on the north bank of the Severn River only to be destroyed by the French in 1783.

In 1685, possibly at the excavated site on the south bank of the river five kilometers upstream from present-day Fort Severn, a log palisade fort and trading post with stone foundations and four gun bastions was constructed by the Hudson's Bay Company and named Fort Churchill. Moving overland using the Ottawa and Abitibi Rivers, the French, under the command of Le Chevalier Pierre de Troyes, accompanied by the famous Pierre Le Moyne Sieur d'Iberville, captured all posts of the Hudson's Bay Company in the bay area except the northern Forts Churchill and Nelson. In 1690 when the French under the command of Pierre Le Moyne Sieur d'Iberville again threatened Fort Churchill, its master, Thomas Walsh, burned the structures to prevent capture. In 1691 the French constructed a post called Nieu Savanne, possibly on the north bank of the Severn River. The fort was captured by the English in 1693 and recaptured by the French in 1694. In 1700 the French rebuilt Nieu Savanne, at that time only a little house on the south bank, and abandoned it in 1704. By the Treaty of Utrecht in 1713, rights to the posts of the bay were surrendered to the English and Nieu Savanne was used in 1714 by the Hudson's Bay Company before they abandoned it. Apparently there were no posts in the Severn River basin until 1759, when the Hudson's Bay Company built Fort James on the site of the present settlement.

The excavation on the south bank five kilometers upstream from present-day Fort Severn has revealed a complex of buildings and defence structures. The stone foundations of wooden palisades and the four corner bastions have been uncovered. Of 141 artifacts obtained in 1976, building materials (buff and red brick, English-manufactured red floor tiles, a possible iron hinge) and weapons (gun flints and musket balls) dominate.

It has not yet been established whether the excavated fort is of French or English origin. Perhaps both used the structures at various times. Materials certainly were pirated over the years by the French, English and Indians for building purposes. In recent years, moreover, collectors and amateur archaeologists have looted the site to an unknown extent.

(b) Post-1759 Fort Severn Structures

In 1759 the Hudson's Bay Company built Fort James on the site of present-day Fort Severn, marking the return of the physical presence of the Bay to the lower Severn River basin after 44 years' absence. Beginning as a log tent camp followed by a temporary house in 1760, the permanent building was erected in a flank system using bricks, many of which came from the old fort five kilometers upstream. The master described the fort in 1772 as a compact building with four bastions, eight cannon, stores and a complement of 18 men. In 1782 free Canadian traders under La Perouse captured and destroyed the fort. It was rebuilt by the Bay the following year. In the early 1800's many explorers of the interior areas set out from Fort Severn. Plans of the layout of Fort Severn in 1823 are available and show a palisade of 89 meters, a factor's house, trading store and kitchen, provision store, schooner storehouse, ration and miscellaneous storehouses and a substantial garden area. Burned to the ground in 1827, the fort was rebuilt in 1831. In 1876 the first Roman Catholic church was erected at Fort Severn.

In 1975 the area in front of the present Hudson's Bay store that stands on a mound, possibly representing the remains of the old post, was investigated. The area, which had been severely disturbed, was examined from a riverbank profile, excavations being made. French and English bricks, French gunflints, clay pipe stems with spur heels, bottle shards, trade beads, nails, bone fragments and leather and cloth remains were among the artifacts obtained.

Taken in combination, the historic resources of the Fort Severn area are substantial. From a tourism standpoint the thematics (French/English conflict and early fur trade/exploration) are colourful. The remains at the Fort

Churchill/Nieu Savanne site have substantial visual attractivity as they now appear and could be further enhanced with a relatively modest interpretation program. Next to Moosonee/Moose Factory, this may be the most important historic site on the Hudson Bay and James Bay coasts from the standpoint of tourism development potential.

The Fort Albany Area

There is a rich and lengthy history associated with this settlement, which contains archaeological remains and standing structures of Indian villages, burial sites, fortifications, Hudson's Bay Company posts beginning about 1675, and Roman Catholic Church buildings. Archaeological work has been done in this area by Dr. Walter Kenyon of the Royal Ontario Museum. In an immediate sense, the value of the potential is enhanced by the fact that Fort Albany is relatively close to the tourism development zone at Moosonee/Moose Factory that now receives a substantial volume of visitors via the Polar Bear Express.

The Moose River Drainage Basin

The Moose-Missinaibi River system occupied a cardinal position in the fur trade history of northeastern Ontario. From their centres at Michipicoten on Lake Superior, the French (following the explorations of La Vérendrye) and the Northwest Company (after the conquest) battled the Hudson's Bay Company from its centre at Moose Factory for control of the fur trade of northeastern Ontario. The waterway became the artery of the Hudson Bay's Company in northeastern Ontario. Provisions brought to Moose Factory from England, or manufactured at that post, were shipped through to Michipicoten and thence to Sault Ste. Marie while, in return, furs were moved to the Bay for export. This transportation system continued until 1863, when the Lake Superior District of the Hudson's Bay Company was transferred to Montreal and an east/west transport system was established that was reinforced by the railway two decades later.

Under intense competition from the Northwest Company operating from its base post at Michipicoten, the Hudson's Bay Company began to move its trading inland in 1770 into the upper Moose/Missinaibi and Abitibi Rivers. The primary geographical focus of the ensuing struggle was well south of 50° North, in the area of New Brunswick and Missinaibi Houses on Brunswick and Missinaibi Lakes respectively.

The Missinaibi River/Pivabiska Creek Area

Wapiscogamy House, situated on the west bank of the Missinaibi River about eight kilometers upriver from Pivabiska Creek, formerly called Wapiscogamy Creek, was established in the winter of 1776-1777 by the Hudson's Bay Company as a halfway house for exploration and trading in the inland area between Lake Superior and James Bay and as a supply depot for proposed inland posts at Missinaibi and Brunswick Lakes. In

the early years of its existence, raw materials for manufacturing, including birch for axe handles and snowshoes, were shipped to Moose Factory. Canoes were built here for shipment to that post each fall when loaded with furs. The post was subsequently renamed Brunswick and continued in intermittent operation until 1806. Archaeological investigations in 1976 revealed a cellar and foundations of a large building together with an extensive system of foundation trenches. Square and rectangular cellar depressions were located in the woods around the fort. The artifacts recovered included fragments of bricks, nails and melted glass.

The remains of a Northwest Company post on a point of land at the confluence of the Missinaibi River and Pivabiska Creek were also identified in 1976. They consisted of a rectangular cellar depression and the remains of a fireplace or oven. Artifacts were sparse.

The posts ceased operations about 1806. Both posts appear to have been ravaged by a forest fire between 1806 and 1815.

The Moose Factory/Moosonee Area

Founded by Charles Bayley in 1673, Moose Factory shares with Kingston the distinction of being the first permanent settlement in Ontario. The fort was captured by Chevalier de Troyes in 1689 and renamed Fort St. Louis. During 27 years of naval warfare on Hudson and James Bays, Moose Factory was captured and recaptured on many occasions. It was demolished some time before Hudson Bay was ceded to the British by the Treaty of Utrecht in 1713. No trace of the original Moose Factory has been found to this date and some feel that it may have eroded into the river.

In 1730 Moose Factory was rebuilt about three-quarters of a kilometer upriver from the original site. It was razed by fire on Christmas Day 1735 and reconstructed the following year, becoming the principal organizational centre and transshipment point for the Hudson's Bay Company in its struggle with the Northwest Company for the control of the fur trade of northern Ontario. By early 1800 the Northwest Company had established posts at Hayes Island, Abitibi River and Hannah Bay. Partly in response to this, the operations of the Hudson's Bay Company were reorganized with Moose Factory becoming the headquarters for all posts at the southern end of James Bay. In 1821 the residence of the Governor-in-Chief of the Southern Department of Rupert's Land was set up at Moose Factory and remained there until 1934, when the district headquarters was shifted to Winnipeg. From the mid-19th century to the end of the First World War, Moose Factory was a substantial manufacturing centre producing trading goods and boats to meet company transportation needs, including 10- to 40-ton schooners, and marsh hay boats to obtain winter feed for cattle kept on the post. The nucleus of structures of this post that functioned as a trading, warehousing, manufacturing and transport centre remained intact until the late 1950's, when the key elements disappeared in rapid succession.

In 1932 the palisade was razed. The factor's house built in 1820 was rebuilt in 1959 to modern standards but the exterior facade was retained. In the same year the store constructed in 1871 was replaced by the present modern building. The post manager's residence, built of squared logs in 1820, was demolished in the late 1950's. One by one, other buildings disappeared so that "by 1960 the historic integrity of the community was gone".[4] The staff house, built about 1847 to 1848, is the only remaining important building of the era.

The development of the present historic resource complex, largely as a tourist attraction, began with the tricentenary project of 1973 undertaken jointly by the Hudson's Bay Company and the provincial government. In the museum complex in Centennial Park, the powder magazine, the only stone masonry structure in Moose Factory, was restored along with the forge. The magazine contains interpretive display panels dealing with armourers who worked at the factory, the uses of gunpowder and the tale of the "Case of the Missing Cask". The forge displays most of the usual blacksmiths' tools and accoutrements. The museum presents an automated slide show outlining the history of the Company to 1821 together with a variety of historic items. The Hudson's Bay cemetery dates from the early 19th century and includes the graves of Bishop Horden (1893), other clergy, several factors, Richard Robins (Surgeon) and numerous children. During the summer months, an interpretive staff paid by the Ministry of Northern Affairs is present.

In December 1977 the staff house was donated by the Hudson's Bay Company to the Ontario Heritage Foundation. The Heritage Trust Branch of the Ministry of Citizenship and Culture has conducted extensive research on the structure, and restoration and refurbishing are well under way. An interpretive presentation in the lower half of the building is available to visitors. A final operating scheme for the structure has not yet been decided on.

Two old cannon have been placed in front of the new Hudson's Bay store. The store is a modern structure in every respect, differing in no way from the standard retail outlets of the Company in small communities across Canada.

St. Thomas Anglican Church, built by men of the Hudson's Bay Company in 1860 and opened on Whitsunday 1864, is a frame building of rough Gothic style. Much of its tourist attraction centres around the furnishings, particularly the ornately beaded moosehide hangings, Cree language prayer books and stained glass windows portraying its history. The graveyard, opened in 1907, is the burial ground of many native people. St. Thomas is still an active parish.

Funded by the Ministry of Northern Affairs, a survey of tourist attitudes was completed for Moose Factory Island in the summer of 1980, and an ongoing community research project was initiated in 1980-81.[5] In addition, a proposal for the preparation of a preliminary tourism development plan was presented for discussion purposes.[21] Both the content of the research and planning proposal and the approach to the recruitment of the research team are of interest. The latter has important implications for similar research in such other areas North of 50° as Fort Severn or Fort Albany.



Plate 2: Lithograph of Moose Factory, 1854. (Source: Ontario Archives.)

A multi-disciplinary team composed of an archaeologist, archivist, ethnologist, botanist, and zoologist was set up under the leadership of a professor of historical geography at York University. The assembly of such a broad array of skills has proved to be most effective, although the addition of a tourism expert would be useful. The establishment of a local historical society has been beneficial, but native involvement could be more active. No study of this type should begin without intensive provincial interministerial discussion involving Tourism and Recreation, Natural Resources, Citizenship and Culture and, in many cases, the federal Department of Indian Affairs and Northern Development.

The survey of tourists revealed a number of complaints including lack of things to do, excessive walking to reach points of interest, and insufficient ground transportation and rest services. The preliminary tour plan prepared for discussion involves improved transportation (docks at each end of the island, bus services, dust-treated roads), rest rooms and benches. Suggested improved and added attractions integrated into a well-marked tour route include a native craft centre, a summer Indian encampment, a series of plaques to explain points of interest, and gates to control movement of crowds. Additions to Centennial Park are suggested, including the reconstruction and furbishing of the old general store, the fur store, and the carpenters'

or boat builders' shop, often referred to as the "Moose Works". Two original log dwellings of Company labourers that remain in Moose Factory would be added to the complex or perhaps reconstructions under-] taken. Possibly the complex could begin to manufacture boats or other items for sale on site or export. Booklets would be prepared for sale.

The plan would be implemented in a series of steps or stages as the necessary research is completed and funds become available. A strong recommendation is made for the return of artifacts collected in the recent archaeological investigations of Kenyon and Dawson and of the artifacts shipped from Moose Factory to the Hudson's Bay Company archives in Winnipeg.

Moosonee, the second community in the historic complex under discussion, is a comparatively modern settlement that began with the development of a fur trading post in 1906 by the Paris-based furriers, Revillon Frères. For this company with trading posts across Canada, including the Arctic, the Moose River post was an important centre for its James Bay district operations. A substantial depot was constructed here including a trading store, warehouse, sawmill, district manager's house, housing quarters for the post manager and clerks and accommodation for some of its Indian employees. Fifty-one per cent of the assets of Revillon Frères was sold to the Hudson's Bay Company in 1926 and the remainder in 1936.

Nothing remains of the structures of the Moose River post of Revillon Frères except the master's house (Hunter Home) that is now the private home of a former employee and a small residence (Elison House) built about 1908 for unmarried staff members and later used by the families of Company employees. The latter building has been acquired by the Ministry of Natural Resources as an historic house. Apart from historic markers, this is the only heritage resource available to tourist inspection in Moosonee. The strength of the historicity of the total complex is almost entirely associated with Moose Factory.

In 1931, the Temiskaming and Northern Ontario Railroad was pushed north from Cochrane to Moosonee. In 1932, lots were subdivided for development but sales progressed slowly. In 1954, a mid-Canada radar base was set up here and an Air Force radar base in 1962. The Canadian Armed Forces base established at Moosonee was closed in 1975. In 1966 the Moosonee Development Area Board was set up.

Tourism to Moosonee/Moose Factory began after the end of World War II. In 1947, the Ontario Northland Railway opened a goose hunting camp at Hannah Bay initially carrying hunters in by rail. Other private camps followed shortly thereafter. The inauguration of The Polar Bear Express in 1966 was an instant success and marked the beginning of mass summer tourism based on sightseeing, the lure of the bay and historic associations. From the outset to the present, heritage resources are the key element in the resource foundations of the mass tourism movement.

Moose Factory/Moosonee undoubtedly has the strongest and best developed assemblage of heritage resources in Ontario North of 50°, taking into account the quality and appeal of the intrinsic historic associations and structures combined with rail and air infrastructure support that provides access to a wide range of the tourist market. It represents an excellent example of the potential significance of heritage resources for tourism promotion and development in Ontario North of 50° given reasonable access to mass markets.

New Post Complex

This "small nineteenth century settlement and Hudson's Bay Company post that never achieved much prominence or importance...serves as a time capsule of Canadian History in the James Bay Lowland area... Besides being a fur traders settlement, the New Post site holds rare evidence of historic Indian campgrounds. Very few old Indian sites are recorded in the vast forest north of the height of land. A fur traders' cemetery lies hidden in the forest...rare ornate wooden grave markers...lichen covered headstones".[3]

Albany River Inland Posts

(a) Henley House Posts

A cluster of fur trade sites is centred around the forks of the Albany/Henley rivers. Henley House No. 1, the first inland post established by the Hudson's Bay Company in 1741 or 1743 and operated until 1759, was identified in 1978. Henley House No. 2 at the mouth of the Henley River was operated by the Bay from 1766 to 1820. For about ten years ending in 1930, Revillon Frères operated a post at the Albany River forks.

(b) Martin's Falls Post - 1782 to 1923

Martin's Falls Hudson's Bay Company post, in operation for 141 years from its opening in 1782 to its closing in 1923, was located on the south bank of the Albany River about 290 kilometers upstream from James Bay, where the first unnavigable rapids are encountered. At this point goods of the Bay moving up and down the Albany River were transshipped and the post also functioned as a trading centre. In archaeological excavations of 1975, an extensive sample of 19th and 20th century artifacts was recovered including ceramics, glass, metal, hardware, tools, paper, gun parts, beads, faunal remains and aboriginal chert materials.

(c) Gloucester House - 1777 to 1818

Between 1777 and 1786 Gloucester House functioned as the farthest inland post of the Hudson's Bay Company on the

Albany River. In the second phase of its history it functioned largely as an accommodation and provisioning centre for Company posts established at greater distances inland. Boats were built here and a shuttle operation developed between Martin's Falls and Gloucester House. After 1790 the importance of the post declined steadily so that it was shut down for a period in 1795 and finally abandoned in 1818.

At the height of its operations the first Gloucester House was probably the most substantial establishment on the Albany River. Blacksmith, carpentry and shipwright facilities together with accommodation, trading and storage structures were enclosed within a log palisade with two-storied bastions on three of its four corners. At least two interior buildings were two-storied. The second Gloucester House was less impressive but, nevertheless, featured accommodations for master and servants in a building that had a cellar, hewn plank floors and a thatched roof. A palisade again surrounded the buildings.

Excavations in 1976 successfully located Gloucester House on the north shore of Washi Lake and the foundation remains of a number of structures were outlined. About 200 artifacts that included bottles, glass, ceramics, pipes, iron kettles, trade beads, hardware, faunal remains, brass kettles, and personal clothing items were recovered.

The site has sufficient historic associations and remains to represent a strong tourist asset given a good interpretive program, possibly supported by some reconstruction. From a tourism standpoint, it is the strongest of the inland fur post assets. However, given present and anticipated tourist market volume, one must await development some time in the more distant future. Preservation is the key requirement of the moment and should be strongly supported by tourism interests.

Additional Posts

A number of posts of the Hudson's Bay and Northwest Companies have been archivally identified but not verified by archaeological field investigations. Included, among others, are Cat Lake (1788), Beaver Lake House on the Pipestone River and Sandy Narrows on the Berens River. Attawapiskat (1818) and Red Lake (1790) posts have interesting histories yet to be unravelled on location.

Industrial Historic Complexes

Red Lake Gold Mining Complex

Red Lake, Cochenour and the surrounding area contain a considerable number of historic structures and pieces of machinery in various states of preservation that are related to gold mining and associated



Plate 3: Remains of marine railway, near Ear Falls.
(Source: Ministry of Citizenship and Culture.)

lumber and sawmill operations. These have the potential for combination into a historic development complex having considerable tourist appeal, particularly in a local and regional environment offering limited competitive cultural attractions. Such a program might be integrated with, or form an extension of, the work of the Red Lake Museum Board. This group opened a new museum in Red Lake in the fall of 1982, with mining as its central theme.

Lac Seul, Chukuni River Water Transport Complex

In the decade of the 1930's and early 1940's, a substantial water transportation system developed on Lac Seul and the Chukuni River to supply the goldfields of the Red Lake district from the railway transshipment point at Hudson. At this easterly terminal of the system at



Plate 4: Abandoned hull in Hudson boat yard. This vessel was used to haul scows across Lac Seul to the gold mining operations in the Red Lake area. (Source: Ministry of Citizenship and Culture.)

Hudson, a few old warehouses and rotting piers are the only remaining visual evidence of the era, together with the delapidated hulls of several wooden tugs and scows on the shores of Lost Lake about a mile to the east. At the westerly end of the system, the relics of four marine railways that hauled the scows into the Chukuni River system are in evidence at Ear Falls to the east of the dam, to the north of Pakwash, at Snake Falls and at Sam's Portage. There are good prospects here for the development of an extensive transportation theme exhibit having substantial tourist appeal, particularly if combined with the air transport theme at Hudson.

Sioux Lookout Railway Complex

The railway provided the central historic theme for this community. The CNR station, now closed, represents the most visually attractive of the heritage structures of this complex and is clearly a



Plate 5: Head frame, Central Patricia gold mine.
(Source: Ministry of Citizenship and Culture.)

strong candidate for the housing and display of theme exhibits. In addition, it would make an attractive tourist information centre in the heart of the community. The station should not be demolished as happenned recently to that at Savant Lake.

Savant Lake Complex

> "The area contains a wide range of relics of historic railway development, mining, logging, and commercial fishing. Savant's railway station and water tower were of historic interest, but have very recently been demolished. However, the several hotels and rooming houses on the main street parallel to the rail line (dating from the boom times of the 1930's) still reflect the historic function of this railway depot as the home for a large transient population. On Sturgeon Lake, several pieces of antique machinery exist on relic mining exploring camps dating from 1899. The abandoned St. Anthony Mine (1930's) contains substantial remains of buildings and machinery as well as landscape features of historic interest. O'Brien's Landing, Clarke's Depot, and Trappers Point sites, developed into tourist camps in the 1950's and 60's, contain some relics of historic logging and commercial fishing camps."[6]

Pickle Lake Complex

> "The...area's major features of historic interest are the remains of the Central Patricia mine complex. Of particular significance are its open-steel headframe and the townsite — houses, original schoolhouse (now abandoned), church, and hotel."[6]

Geraldton/Longlac/Nakina Complex

The bulk of the resources at this complex are associated with mining developments in the Geraldton area to the south of 50° North and with structures located within the town itself. At Longlac the focus is on logging. The station at Nakina, however, is one of the last remaining structures of the National Transcontinental Railway, that at Savant Lake having been torn down recently. Buildings of this type can frequently function effectively as tourist information and handicraft merchandising centres. They have been used effectively in other places as shelters for outdoor and indoor recreation activities.

HISTORIC PLAQUES OR MARKERS

From the standpoint of the supply foundations for tourism development and promotion, historic plaques are of limited value in an overall sense. Within an historic development complex they may contribute substantially to the visitors' understanding and enjoyment but the basic decision to visit rests upon the attributes of the site itself. Erected in communities and along travelways, particularly highways, they alert tourists and local residents to the fact that they have arrived at, or are in the general vicinity of, an historic site structure and convey the essential related information in summary form.

The impact of the plaques on tourists varies, being virtually nil in cases in which a primarily local phenomenon is involved or the traveller has no interest in the subject. In cases where the tourist has a basic interest in and sufficient background knowledge and perspective about the phenomenon, considerable enrichment of the travel experience may result. Possibly he will be induced to stay longer in the area and visit some of the more substantial developments that are present, particularly if his travel schedule provides sufficient latitude.

In the entire expanse of Ontario North of 50°, there are only eight provincial historic plaques and no national historic markers. As indicated in the excerpts from the provincial booklet prepared for the historic marker program, plaques are located in Hudson, Moosonee/ Moose Factory (three), Osnaburgh House, Red Lake (two), and Sioux Lookout.

Hudson

Canada's Pioneer Airlines

"Commemorates some of Canada's earliest civil air services, and the pioneer bush pilots who flew the aircraft."[11]

This is a fitting location for the marker given that, during the gold rush era, Hudson was the busiest airport in the world. Something of greater interest might be developed here given the historic significance of the location in the evolution of northern air travel.

Moononee/Moose Factory

Captain Thomas James

"Commemorates this noted English navigator's journey in 1631-32 to Hudson Bay in search of the Northwest Passage. (River Road, between First and Cotter St., Moosonee.)"[11]

Moose Factory

"Commemorates the second oldest post built by the Hudson's Bay Company. Constructed in 1673, it was captured by the French in 1686 and formally returned to the H.B.C. by the terms of the Treaty of Utrecht in 1713. It has long been the Company's principal establishment on James Bay. (Moose Factory.)"[11]

Henry Hudson

"This famous navigator made several trips of discovery including one up the Hudson River as far as the site of Albany. In 1610 he discovered Hudson Bay and wintered there 1610-11. In June 1611, his mutinous crew set him adrift in a small boat with his son and seven others. They were never seen again. (Centennial Park, Moose Factory."[11]

Rat Rapids (Osnaburgh House)

Osnaburgh House 1786

"This fur-trading post, originally situated on Lake St. Joseph, was built by the Hudson's Bay Company to counteract the activities of the Nor'Westers in that area. Its success encouraged the establishment of other H.B.C. posts at Red Lake, Cat Lake, Lac Seul and elsewhere. (Highway 599 at Rat Rapids, 24 miles south of Pickle Lake.)"[11]

Red Lake

Red Lake Mining District

"Describes the discovery of gold in the Red Lake area and the founding of this productive mining community. (Junction of Highways 105 and 125 near Red Lake.)"[11]

Red Lake House

"Relates the story of the successive Hudson's Bay Posts established in the area since 1790. (In front of the Municipal Offices, Red Lake.)"[11]

Sioux Lookout

Umfreville's Exploration 1784

"Records the attempt of an employee of the North West fur trading company to find a suitable alternative canoe route from Lake Superior to the West. This was prompted by fear of American control over the traditional route via the Grand Portage and Pigeon River. (Sioux Lookout.)"[11]



Plate 6: Revillon Frères Museum at Moosonee attracts many tourists during summer. (Source: Ministry of Tourism and Recreation.)

The markers at Moose Factory and Moosonee are probably appreciated by those making a leisurely tour after arriving on the Polar Bear Express but their contribution to total visitor impact is likely modest. The impact of the remaining markers, as for example at Fort Severn and Henley House, is probably minimal. Historic plaques erected at these sites might add substantially to the cultural dimensions of landscape tours by canoe and plane. The current scale of the market now or in the immediate future, however, obviously places a low priority on erection of additional markers.

Many northern settlements that have been occupied fairly continuously since the early fur trade have a history worthy of a marker, both from the standpoint of visitor interest and, more particularly, the contribution to the generation of community pride, coherence and individual identity.

At selected heavily used points, the plaques might be supplemented by a tape recording to increase interest and information.



Plate 7: Gun powder magazine, Moose Factory Museum Park. (Source: Ministry of Tourism and Recreation.)

MUSEUM FACILITIES

At the outset, it is important to note that the justification for museum development rests primarily upon social goals and objectives. Museums are unreservedly accepted as a necessary and valuable component of the social/cultural capital of any nation, region or community. Their significant advantages for tourism essentially represent added or spinoff benefits. Fortunately, in this case there is a wide area of mutually supportive interrelationship between the social goals of museum operations and the economic-oriented objectives of tourism.

In the major national and regional capitals of the world, museums and related galleries are a major element in the total array of tourist attractions. They may be the primary factor driving the tourist to a centre, particularly where education and research are the motivating travel forces. However, museums in many smaller centres with their repetitious collections, catalogued and displayed in chaotic disarray resembling attic storage, can be, and all too often are, a deadly bore.

They are something that the tourist enters to pass time in inclement weather or while experiencing an unexpected travel break, car breakdown or delayed plane connection. On the other hand, a small local museum featuring a well-catalogued and attractively displayed collection associated with a meaningful community or regional archaeological/ historic phenomenon can have substantial tourist impact, particularly when well publicised in the appropriate market. The Ojibway scrolls in the Lake-of-the-Woods Museum on Water Street in Kenora or the gold mining water transportation between Hudson and Ear Falls are cases in point, although the former is well south of the 50th parallel.

As indicated by the following summary, museum development in Ontario North of 50° is limited. The Revillon Frères Museum in Moosonee, essentially an historic building, and the Museum Park in Moose Factory, a somewhat special type of development, have been discussed in a previous part of the report dealing with historic sites and structure developments in those James Bay settlements. The facilities in Sioux Lookout and Ear Falls represent a part of the supply foundations for tourism as well as the facilities opened in 1982 in Red Lake.

Ear Falls Historical Museum

"A log building constructed as a centennial project to house displays that illustrate the progress of [marine] transportation in this northern area.

Open: May 19 to Sept. 30 daily, 9 a.m. to 5 p.m."[11]
Curator - Joyce Appel
Box 358, Ear Falls, Ontario P0Y 1T0
Phone: (807) 222-3198

Sioux Lookout Museum

This is a town-owned and -operated facility housed in two portable school rooms on Frederick Street. The museum contains Indian artifacts, railroad items, lumber era relics and other local history memorabilia, including early manufacturing tools for aeroplane skis. Attendance in 1981 was about 1000 with 800 registered visitors, including many tourists. The Museum Board is composed of three local residents and two councillors.

Open - Monday to Friday and Sunday 1 pm to 5 pm
Contact - Mrs. Eva Walsh,
Chairperson of the Board
Phone: (807) 737-2040

Red Lake Museum

This museum was officially opened November 1, 1982. Mining is the central theme with exhibits housed in and around a two-storey log building that was the residence and office of the overseer for the horsedrawn barges through the Chukuni River rapids on the water route from Hudson and Lac Seul.

Contacts- Mike Kudlowski,
Chairman of the Museum Board
Phone: (807) 727-2643
- Mrs. A. Church,
Sec/Club Red Lake
Phone: (807) 737-2311

Revillon Frères Museum

Revillon Road
Box 190, Moosonee

"The Revillon Frères Fur Trading Company were the first settlers of Moosonee and in the museum photographic panels and artifacts of early life in the settlement are displayed.

Open: June 15 to September 7,
1 to 6 p.m. daily except Fridays." [11]

Moose Factory Museum Park

"This museum is located in a park area on the site of the early trading post buildings. It is comprised of a forge building, a gunpowder magazine and orientation building which illustrates the story of the development of the area by Hudson's Bay Company and other agencies.

Open - June 9 to September 30,
Monday through Saturday,
10 a.m. - 12 noon and 1 p.m. - 5 p.m.,
Sundays 2 p.m. to 5 p.m."[11]

MAJOR IMPLICATIONS FOR TOURISM PLANNING, DEVELOPMENT AND OPERATION

It is essential that tourism interests in Ontario North of 50° clearly recognize the strengths and limitations of their heritage resources as an element in the present and future supply foundations of their industry both now and in the future. Adequate recognition implies strong support for the activities of the Archaeological and Heritage Planning Branch of the Ontario Ministry of Citizenship and Culture and meaningful involvement in all major planning, preservation and restoration activities in Ontario North of 50°. In this regard it would be beneficial for local tourism representatives to become actively associated with the current heritage development planning at Moose Factory.

From the foregoing discussion, the anticipated limited volume of tourist travel in remote areas North of 50° and the acute competition between government programs for financial resources, it is clear that research and preservation will provide the central focus of efforts. Development, particularly of a nature that will make a marked impact on tourism, must be restricted to a few key locations where demand appears reasonably strong, now or in the near future.

RELATED TO PREHISTORIC ARCHAEOLOGY

In general there are no significant tourism potentials or values associated with prehistoric archaeological sites presently located in Ontario North of 50°. The sites lack visual appeal, being mainly the remains of small itinerant-type campsites (fire pits, stone rings, bone/stone artifactual accumulations). Since they are situated in isolated locations, encountered only by native trappers and the occasional wilderness-travelling sportsman, investment in interpretation displays is not cost-effective. Huge burial mounds like those of the Rainy River area or the extensive village sites of La Cloche or Sault Ste. Marie which have tourism development potentials are not encountered in Ontario North of 50°.

At locations where excavations have taken place, as for example at Ear Falls, the prehistoric occupation theme supported by unearthed artifacts can be the basis of a museum exhibit of considerable local resident and tourist appeal. It might be the central feature of a museum program.

The Moose Factory/Moosonee tourism destination area represents an exception to the foregoing generalization. Here, there is sufficient current and potential tourist volume visitation to justify investment in the display of any major prehistoric sites and artifacts uncovered. Modern presentation and interpretation techniques, including modelled life scenes (possibly papier mâché) with tape-recorded interpretations, could be set up at modest cost. The displays could be stored indoors at the close of each tourist season.

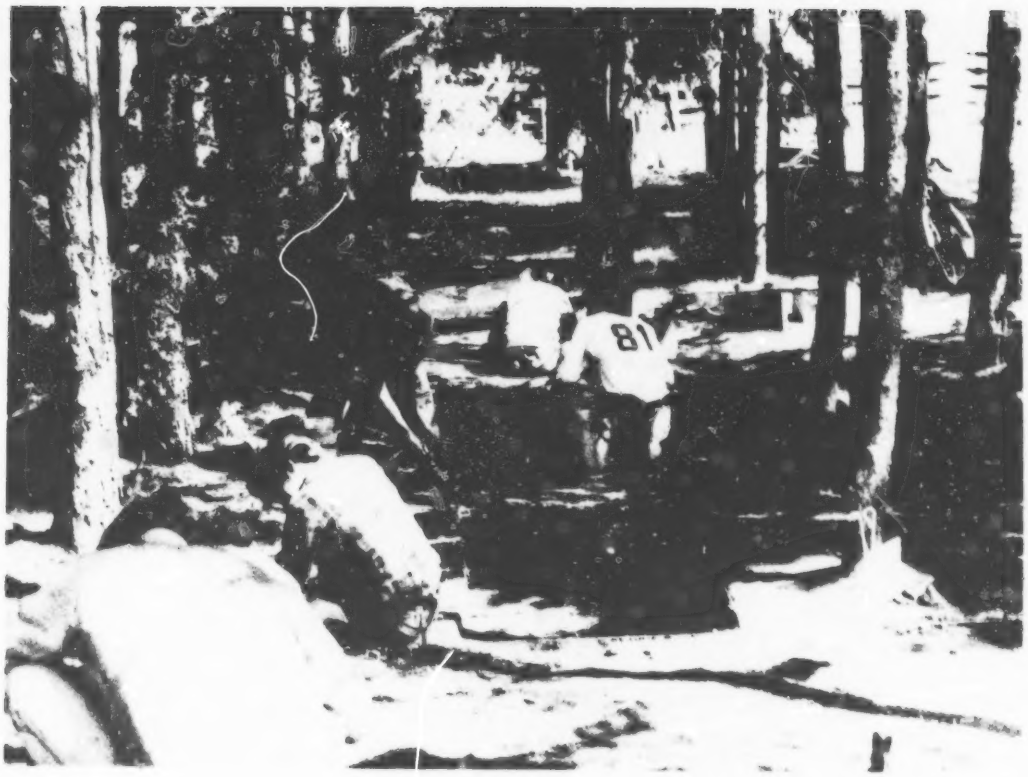


Plate 8: Archaeological excavations, such as this one at Forestry Point near Red Lake, appeal to tourists and residents. (Source: Ministry of Citizenship and Culture.)

Ongoing archaeological excavations have enormous tourist and local resident appeal. The dig at Ear Falls in 1980 drew 1400 visitors including local residents and American lodge guests and campers. From the tourism standpoint this aspect should be exploited at each excavation to the fullest extent feasible.

RELATED TO INDIAN ROCK PAINTINGS

The Indian rock art sites represent a major potential element in the cultural supply foundations for tourism development in Ontario North of 50°, functioning in several quite distinct ways:

- *They may be an important component in the total package of natural and cultural features associated with a wilderness travel experience or an added enrichment to a hunting or fishing trip.* To some extent they already contribute in this manner. In the immediate future this is likely to be their main contribution to tourism.

- *They may be the central component of a specialized culture oriented tour.* The exceptional grouping at Cliff Lake could probably support a fly-in tour operation or represent a central feature of a larger tour of rock paintings across the entire region.

- *They may become an element in the promotion and advertising of wilderness tourism or tourism in general* in Ontario North of 50°, particularly in the northwestern region.

Given the potential significance of the pictographs to tourism, it is desirable for the industry to support and encourage the Historical Planning and Research Branch of the Ministry of Citizenship and Culture to develop a comprehensive inventory and management program for the identification, preservation and interpretation of these resources. Indians, outpost sport camp operators and wilderness travel entrepreneurs should have a central and active collaborative and co-operative role in such an undertaking.

RELATED TO HISTORIC SITES AND STRUCTURES

The Red Lake/Ear Falls/Hudson/Sioux Lookout complexes in Ontario North of 50° have a strong combined set of heritage sites and structures related to gold mining and its supporting water and air transportation system. These could have strong tourist appeal if exploited on an integrated theme basis by local communities acting in concert with strong leadership from the Ministry of Citizenship and Culture. It would appear that the identification of the total extent of the heritage resources and the preparation of a satisfactory plan for preservation and the sequential development of potentials given to the build-up of local interest and tourist travel represent the essential elements of a practical strategy. Museum boards that would be prepared to assume a somewhat larger sphere of responsibility are, perhaps, the logical local agencies to work with the responsible provincial agencies.

The historic associations and archaeological remains of the fur trading posts and fortifications represent a strong potential component of the total heritage resources in Ontario North of 50° from the standpoint of tourism. Both the Ministry of Tourism and Recreation and the private tourism sector must urge the Archaeological and Heritage Planning Branch of the Ministry of Citizenship and Culture to accord priority to the preparation and implementation of a comprehensive

inventory, preservation and custodial program. Such a program should involve the native people in a central way. Given market realities it is expected that development will take place only at a few select locations where tourism volume warrants.

Strong continued support should be given by tourism interests to activities of the Ontario Heritage Foundation and the Archaeological and Heritage Planning Branch at Moose Factory. Fort Albany and Fort Severn, particularly the latter, also require attention from the standpoint of tourism development.

RELATED TO HISTORIC PLAQUES

While tourism interests should support the plaque or marker program, it is important to recognize their modest impact in general. In remote locations this probably represents the justifiable limit of investment from a cost-effectiveness standpoint.

RELATED TO MUSEUMS

Tourism interests should almost invariably become involved in local museum development to ensure that exhibits are presented in a manner that will maximize visitor impact within the limits of the resources usually available.

ISSUES

Some of the more significant issues related to heritage and resource preservation and development are associated with tourism aspects. While it is generally recognized that there are important mutual benefits to both fields arising from recent interactions, some fundamental issues exist.

It is contended by many that an emphasis on tourism opportunities and benefits often thwarts, distorts, or disrupts the introduction and continuation of the proper balance of programs and projects in the heritage field per se. Too high a percentage of limited financial resources can be devoted to "tourist traps", leaving inadequate funds for smaller, scattered developments of local importance and for the less spectacular but essential identification and preservation of remote assets such as Gloucester House or Fort Churchill/Nieu Savanne. To a degree, the emphasis upon Moose Factory historic fur trade heritage resources may provide an illustrative case in Ontario North of 50°.

The final disposition of discovered artifacts and the method of reporting of the findings have become an issue of some consequence that has examples in Ontario North of 50°. Frequently the materials collected are shipped off to universities and museums in central urban areas for further research and ultimate storage and display in surroundings safe from fire and deterioration and available for viewing by large numbers of people. A contending point of view maintains that the artifacts should be retained ultimately in the location where they are found so that they may make their maximum contribution to the development of local identity and pride, and to the supply foundation for tourism with its attendant beneficial economic impacts. At Fort Severn, the residents are annoyed by the fact that artifacts removed from digs at Churchill/Nieu Savanne and Fort Severn fur trade forts and posts have not been returned to the community. Moreover, no report of the findings has been made to the community by the archaeology groups or the universities involved.

Indian attitudes towards and opportunities for involvement in archaeological research in general and the exploitation of associated spin-off benefits for tourism are an important basic issue. The native population has voiced strong objections on a number of occasions to archaeological investigations in burial grounds, particularly when remains are removed for examination and storage elsewhere. Frequently, native people have limited control of or meaningful involvement in the reconstruction, preservation or interpretation activities and associated tourism development. The recent agreement between Parks Canada and Manitou Rapids Indian Band with respect to the Manitou Burial Mounds, a National Historic Site, represents a significant achievement with respect to the solution of many of the aforenoted issues. Under these arrangements, the Indians have been placed in a central position with respect to research and development, receiving access to labour, custodial and interpretive jobs on a permanent basis. They have been

caretakers of the site for seven years and have helped in excavations for four years, all funded by Parks Canada. The interpretation centre is also staffed by the Band and opportunities are available to reap the economic tourism spin-off benefits. This arrangement may represent a highly satisfactory model for Indian heritage development in Ontario North of 50°. Most native settlements have archaeological site potentials; the region has experienced 3000 years or more of occupation. Agreements whereby Indians are trained for archaeological research and the possible development of tourism potentials related thereto could be very beneficial.

There is a considerable difference of opinion with respect to the marking and interpretation of isolated historic sites that cannot be adequately supervised. While a contribution to the marketing and enjoyment of wilderness travel would result, there is a great risk that the sites will be pillaged and ruined in other ways by some inconsiderate or unthinking tourists and vandals. The issue is of major importance with strong arguments on both sides. Fortunately the appreciation of archaeologists for the tourism spin-off benefits of these fields has increased in recent years and real progress has been made towards the adoption of practical beneficial positions and outlooks on both sides.

SUPPORT DOCUMENTATION

RELATED AGENCIES, PROGRAMS AND INFORMATION OUTPUT

From the standpoint of the needs of future tourism planning and development in Ontario North of 50°, attention is focused on both provincial government administrative structures and local historic and archaeological associations. In many situations, the latter can be of major importance relative to the needs of tourism. Contact with federal agencies can be arranged through the provincial administration; hence, the structures at this senior level of government are not discussed.

Provincial Administrative Organizations

The provincial government administrative structures for museums and historic and archaeological matters is summarized in Charts 2 and 3.

CHART 2

ORGANIZATION, ONTARIO HERITAGE FOUNDATION

77 Bloor Street West, Toronto

Chairman John White

Board of Directors (About 30)

Standing Committees (4)



Heritage Trust | Architectural | Heritage | Archaeological

The foundation is an autonomous chartered body that receives administrative support from the Ministry of Citizenship and Culture. The noticeable correlation between the standing committee structure of the Ontario Heritage Foundation and that of the branches of the Heritage Division of the Ministry is discussed subsequently.

Among the functions of the Foundation as set forth in the Ontario Heritage Act, those related to the acquisition, holding and restoration of historical and archaeological properties and the erection of historic markers or plaques are of primary interest in the development of tourism in Ontario North of 50°. In this regard, the primary focus

of current activity is in the Moosonee/Moose Factory tourism area. In 1977, the Hudson's Bay Company donated the staff house at Moose Factory to the Foundation and research and restoration work on this building have continued since. Similar work has been done on the Anglican church although it remains a private structure. Two additional historic employee houses still standing in the settlement will probably be acquired shortly. Communicative plaques have been erected at several locations North of 50° as noted in the previous discussion of patterns.

Professor S. Ray, a historical geographer formerly at York University who has recently joined the staff at the University of British Columbia, has co-ordinated a multi-disciplinary research effort for Moose Factory historic development. The team, including an archaeologist, historian, architect and historical geographer, was a highly productive organizational arrangement for a historic development research and planning project in a small native community. A preliminary heritage tour plan intended to guide future government investment was put forward for discussion.

The head office of the Historical Planning and Research Branch in Toronto maintains a province-wide file of archaeological sites. For each site, the location is indicated by Borden designation number, a brief description of the features provided, and support documentation indicated. The sites are mapped at a scale of 1:50,000 and/or 1:250,000. Discussions with the regional archaeologists are necessary, however, to obtain a full appreciation of the sites, particularly their tourism development aspects. Of 7000 sites across Ontario perhaps less than five per cent are situated in Ontario North of 50° and many of these were identified by the field investigations undertaken by the West Patricia Archaeological Project.

Local Associations

There are only two local associations with their central administration in communities North of 50°. One is still essentially in the formative stages.

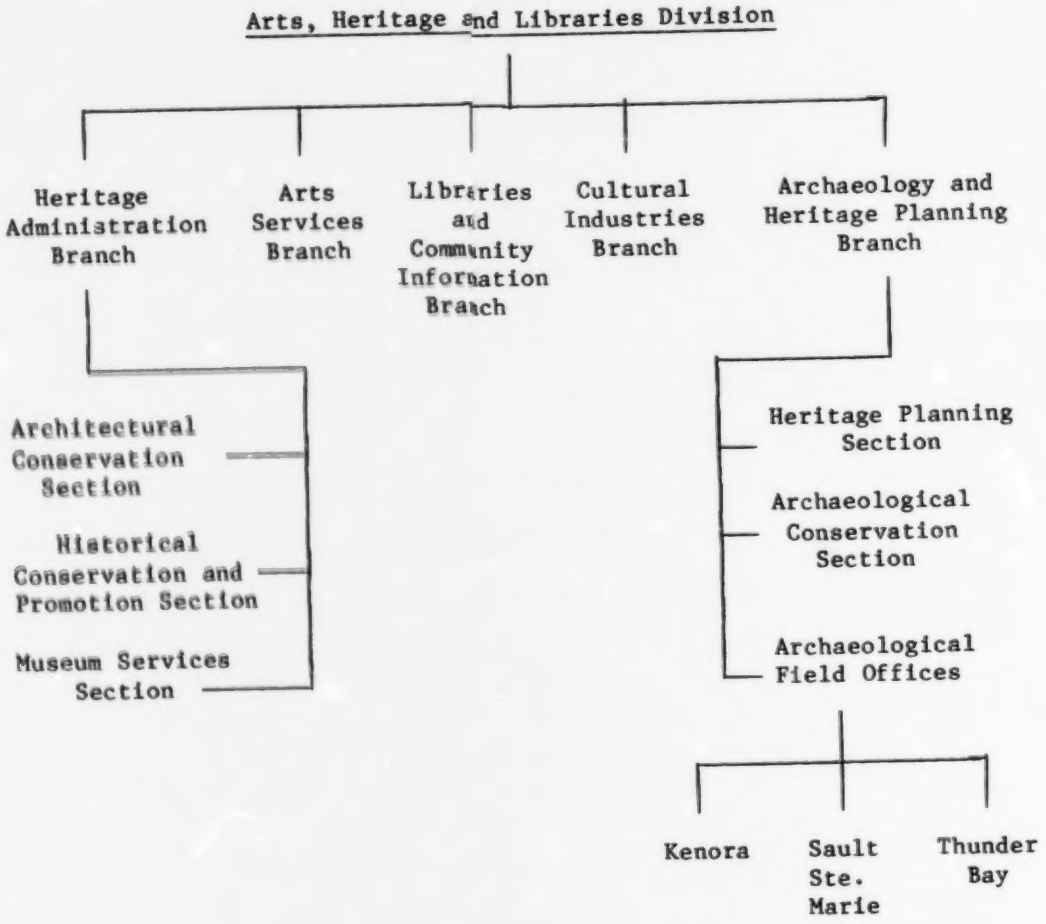
Moose Factory Historical Society

P.O. Box 257
Moose Factory P0L 1W0
John S. Long, Chairman
(705) 658-4655
Gertrude Morrison, Secretary
(705) 658-4520

This is a solid group with about 84 members who are involved in the local historic development program.

CHART 3

ORGANIZATION, MINISTRY OF CITIZENSHIP AND CULTURE



Sioux Lookout District Historical Society

Sioux Lookout POW ITO
Ms. Rita Furlane, Secretary-Treasurer

This is a new group that registered with the Ministry of Citizenship and Culture in March 1982.

There are historical associations in centres somewhat to the south of 50° North including Kapuskasing, Timmins, Iroquois Falls, Thunder Bay and Kenora. The latter two have wide-ranging area interests including parts of Ontario North of 50°.

Thunder Bay Historical Museums Society

291 South May Street
Thunder Bay, Ontario P7E 1B5
Mr. Roy Priovesand, President
Phone: (807) 577-1602
Miss Joan Hebden, Secretary
Phone: (807) 623-6582

Lake of the Woods Historical Society

P.O. Box 720
Keewatin, Ontario P0X 1C0
James Forbes, President
Phone: (807) 547-2648
Carol McMurchie, Secretary
Phone: (807) 547-2485

There are no local chapters of the Ontario Archaeological Society in Ontario communities North of 50°. The Canadian Rock Art Restoration Association (CRARA), founded by the late Dr. Selwyn Dewdney of Kenora, Ontario, has a local chapter in northwestern Ontario. For about ten years the association has produced a bi-annual journal/newsletter.

Canadian Rock Art Restoration Association (CRARA)

T. Jones, Corresponding Secretary
Box 161
Dalmeny, Saskatchewan

Northwestern Ontario Chapter (CRARA)(1)

Contact - C.S. Reid
Regional Archaeologist
Ministry of Citizenship and Culture
Kenora

Contact - D.W. Arthurs
Field Archaeologist
Ministry of Citizenship and Culture
Thunder Bay

(1) See List of Contacts for full address and phone number.

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M.E. Perkins, Information Officer
Phone: (416) 965-4021

Heritage Trust
H. Stovel, Architect
Phone: (416) 965-5727
D. MacLeod,
Phone: (416) 965-5727

Northwestern Region Archaeological Field Office
207 First Street South, P.O. Box 2880
Kenora, P9N 1C2
C.S. Reid, Regional Archaeologist
Phone: (807) 468-8928

Northcentral Region Archaeological Field Office
1825 E Arthur Street
Thunder Bay, P7E 5N7
W.A. Ross, Regional Archaeologist
Phone: (807) 468-8928
D.W. Arthurs, Field Archaeologist
Phone: (807) 468-8928

Northeastern Region Archaeological Field Office
390 Bay Street,
Sault Ste. Marie, P6A 1X2
T.A. Conway, Regional Archaeologist
Phone: (705) 253-2625

Ontario Ministry of Northern Affairs

Northeastern Regional Office

421 Bay Street
Sault Ste. Marie, P6A 1X3

Regional and Community Development Branch
E. Belfrey
Phone: (705) 942-0100
(Involved in historic development at Moosonee and Moose Factory, especially as it relates to tourism.)

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Volume

5

Volume Five

The Climate Supply Foundations

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INTRODUCTION

This volume on *The Climate Supply Foundations* is one of a set of five presenting the results of the study of *Tourism Development in Ontario North of 50°* undertaken for the Royal Commission on the Northern Environment. The terms of reference for the study established three main objectives:

1) to assess the magnitude and socio-economic significance of development opportunities for wilderness-based tourism in the region;

2) to design a set of alternative policies and strategies to ensure that prospective local entrepreneurs are placed in a position to effectively exploit and benefit from these opportunities, and

3) to evaluate the future role of tourism within the context of increasing general development pressures and their associated economic, social and natural environmental consequences for people and resource uses in the region.

Four of the five volumes, including this one, present detailed technical information and evaluations for four components of the tourism field: the climatic resource foundations, the heritage resource foundations, transportation infrastructure, and tourist facility development. The fifth volume, *Issues and Policy Options*, summarizes the main issues confronting the development of tourism in Ontario North of 50° and identifies and evaluates the range of policy and strategy alternatives for resolving them. It represents a synthesis of the perspectives and insights gained during the course of the research.

The four detailed technical reports on components of the tourism field have a common four-part format. The first part, *Pattern*, describes and evaluates each component in relation to tourism development, adopting historic, current and future time perspectives as appropriate.

The second part, *Major Implications for Tourism Planning, Development, and Operation*, examines the implications of pattern in terms of opportunities and constraints facing government agencies, private entrepreneurs and researchers involved in investment and management planning and development and operational decision-making in the particular component of the tourism field under consideration.

The discussion in the third part, *Issues*, can serve as a basis for informed decision-making regarding the component and constitutes input for the volume on *Issues and Policy Options*.

The fourth part, *Support Documentation*, consists of three main sections. The first, *Related Agencies, Programs, and Information Output*, discusses the activities of agencies having functions related to the component and their interface with the tourism sector, and thereby provides useful information for those involved in the planning, development and operation of tourist facilities, particularly native communities and private entrepreneurs who may not be familiar with the research and decision-making structures of government for the component. The second, *Contacts Made in Course of Study*, lists the people who have contributed in an important way to this study and who may be useful to others in the future. The third, *References*, identifies the documents that were consulted during the course of the study.

PATTERN

The selection of climate as a parameter for the discussion of the natural environmental supply foundations reflects the critical determinant position that it occupies for tourism. No other single natural phenomenon exerts such pervasive and significant influence upon past, present and future tourism development patterns and prospects in Ontario North of 50°. It sets the broad framework for the identification and understanding of supply and demand relationships. It is frequently a significant factor in investment decision-making for specific facilities.

CLIMATOLOGY STRESS INDEX

In the development of the climatology stress index, weather records were evaluated in terms of four major dimensions considered vital to the quality of the overall human living experience: discomfort, psychological impact, hazard and outdoor mobility. The various factors incorporated under each dimension, the point score limits and the weighting formula employed are shown in Table 1. The source report can be examined for further detail respecting criteria employed to identify stress conditions.

A general overview of climatic strengths and limitations can be gained from an examination of climatology stress indices for Ontario North of 50° and their comparison with similar values for other locations in the province as shown in Table 2. The overall disadvantaged position of the study area is clearly revealed.

The group of low values indicative of more satisfactory climatic conditions includes southern Ontario cities (Toronto 36, Windsor 37) and their major tourist and outdoor recreation destination areas (Muskoka 43). A second clustering of index values between 43 and 50 includes communities within the northern sections of the Great Lakes-St. Lawrence Forest Region (Atikokan 50, Kenora 50, North Bay 46, Sault Ste. Marie 46, Thunder Bay 44). The third grouping of values ranging from 53 to 75 includes centres within the northern portion of the Boreal Forest Region of the Shield and the Forest/Barrens Region of the Hudson/James Bay Lowlands (Timmins 53, Moosonee 56, Big Trout Lake 60, Winisk 75). Here, the stress index is 43 to 108 per cent above that for southern Ontario centres and 20 to 50 per cent above the values for the northern portion of the Great Lakes-St. Lawrence Forest Region.

TABLE 1

PARAMETERS FOR DETERMINATION OF CLIMATOLOGY

STRESS INDEX

		Points	Points
A. Discomfort			
Winter	Windchill	30	
	Length of Winter	20	
	Severity of Winter	20	
		70	
Summer	Humidex	10	
	Length of Summer	5	
	Warmth of Summer	5	
	Dampness	10	
		30	
		100	100
B. Psychological Impact			
	Darkness	35	
	Sunshine	25	
	Wet Days	25	
	Fog	15	
		100	100
C. Hazard			
	Winds	30	
	Thunderstorms	10	
	Blowing Snow	40	
	Snowfall	20	
		100	100
D. Outdoor Mobility			
	Visibility	40	
	Freezing Precipitation	40	
	Snowfall	20	
		100	100

$$\text{Stress Index} = \frac{5A + 2B + 2C + D}{7.5}$$

Source: Reference [5]

TABLE 2

CLIMATOLOGY STRESS INDICES FOR SELECTED LOCATIONS IN ONTARIO NORTH OF 50° AND COMPARATIVE LOCATIONS

Locations	Index(1)
Northern Ontario	
Atikokan	50
Big Trout Lake*	60
Kenora	50
Moosonee*	56
North Bay	46
Sault Ste. Marie	46
Sudbury	54
Thunder Bay	44
Timmins	53
Winisk*	75(2)
* Locations North of 50°	
Southern Ontario	
Muskoka	43
Ottawa	44
Toronto	36
Windsor	37

Source: Reference [5]

(1) The lower the index value, the more suitable the climate conditions.

(2) Estimated by extrapolation of stress indices for Churchill, Manitoba (82) and Great Whale River, Quebec (70).

TOURISM AND OUTDOOR RECREATION SEASONAL LENGTH

A study of seasonal length and climatic quality for tourism and outdoor recreation across Ontario provides useful information. [4] Again, the serious limitations imposed by climate on viable tourist facility development in Ontario North of 50° are clearly evidenced. The essential elements of the pattern of seasonal length are shown in Table 3.

TABLE 3

CRITERIA FOR DETERMINATION OF WINTER AND SUMMER TOURISM AND OUTDOOR RECREATION SEASONAL LENGTH

Winter - Begins on median date of the first snow cover of 2.5 cm or more and terminates on the median date of last snow cover of 2.5 cm or more.

Spring Thaw - A two-week period following the termination of winter when the ground is too wet for outdoor activity, and ice and water conditions are unsuitable for boat and canoe travel.

Spring Shoulder - Begins with termination of Spring Thaw and ends with start of High Summer.

High Summer - Begins on date when mean daily maximum temperature rises above 18°C.

Autumn Shoulder - Begins with termination of High Summer and terminates with the onset of Winter.

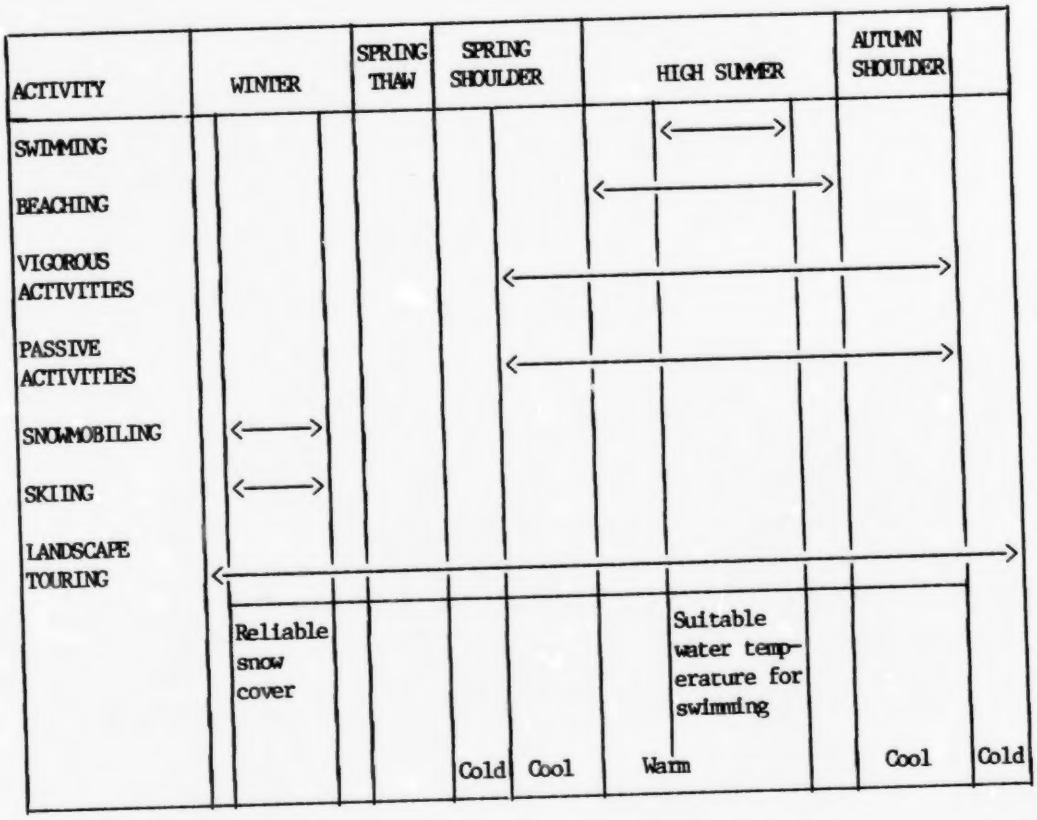
A two-season approach was adopted including winter and complete summer. The latter has a central high summer period and flanking spring and autumn shoulder components. Snow cover and thermal condition, two vital dimensions of outdoor recreation activity and tourism, are the determinant features.

From a climate standpoint, winter season activity is dependent upon a satisfactory cover of snow and ice while dry land and open water are prerequisites for summer season pursuits. On the basis of thermal conditions, a tripartite division of the complete summer, which has a significant correlation with observed activity patterns and general recognition in tourism literature, was introduced. Characteristic summer activities increase in number and intensity as the cool spring shoulder progresses, reaching a maximum in the warm central high summer and tapering off fairly rapidly through the cool autumn shoulder.

Two features are noted with respect to Chart 1, indicating characteristic activity pursuits by season. The spring shoulder is of major significance for tourism in Ontario North of 50° since it coincides with the spring angling and black bear hunting season that is of major consequence in the market and revenue patterns of outpost sport camps. The autumn shoulder includes the fall angling upsurge after the midsummer decline and the important fall goose and moose hunting operations.

CHART 1

CHARACTERISTIC ACTIVITY PURSUITS ASSOCIATED
WITH THE SEASONAL DIVISIONS



Source: Reference [4], Volume One

Attention can now be directed to the statistical values in Table 4. Only the major facets of the pattern will be noted. Those involved in planning and management can refer directly to the wealth of detailed material contained in the massive source document.

Winter is clearly the dominant season in Ontario North of 50°. Along the coastline of Hudson and James Bays and in the more northerly interior sections of the study area, it represents 55 per cent (Moosonee) to 62 per cent (Winisk) of the entire year. In more southerly locations at the northern limits of the Boreal Forest Region, it accounts for 52 per cent (Sioux Lookout) to 54 per cent (Red Lake, Armstrong). Assigning an index value of 100 to Winisk, seasonal length values for the group of stations North of 50° range upwards from 83. Other northern locations considerably

to the south of latitude 50° North display a winter season covering 43 per cent (North Bay) to 50 per cent (Timmins, Geraldton) of the entire year. In densely populated parts of southern Ontario and their adjacent tourist and resort areas shown in the table, winter prevails over 33 per cent (Toronto Island) to 39 per cent (Orillia).

High summer, which corresponds with the greatest variety and intensity of traditional tourist and outdoor recreation activity in the warm months, is noticeably short in Ontario North of 50°. At Winisk there is no high summer and values for other coastal settlements and far northern interior points range from 16 per cent of the year (Fort Albany, Big Trout Lake) to 26 per cent (Red Lake, Sioux Lookout). Using an index of 100 for Toronto Island, comparable values for the entire area North of 50° having a high summer range from 46 (Big Trout Lake) to 77 (Red Lake). The high summer season in other northern centres shown in the table covers 25 per cent (Kapuskasing) to 33 per cent (North Bay) of the year. Index values range from 73 to 94.

The spring shoulder season of the complete summer is brief in communities North of 50°, ranging from 12 days (Mammamattawa) to 27 days (Fort Albany). The autumn shoulder occupies between 48 days (Sioux Lookout) and 60 days (Fort Albany). This more closely approximates southern conditions.

The pattern for the complete summer again displays the shortness of the warm season for points North of 50°. Giving Toronto Island a base index of 100, values in this northern area under study range from a high of 71 for Sioux Lookout to a low of 53 at Winisk.

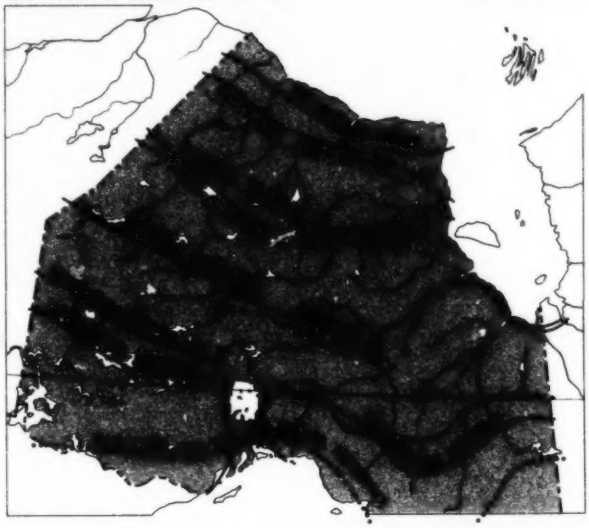
TOURISM AND OUTDOOR RECREATION SEASONAL QUALITY

The approach to quality evaluation adopted in the source document [4] involved a complex and detailed sequential set of analytical and synthetic procedures structured around the concepts of the suitable activity day and the degree of user satisfaction. Suitable activity day evaluation involved determination of the number of days meeting the basic climate needs for participation in characteristic summer and winter tourism and outdoor recreation activities or activity groupings. In this process, in which the practical time limits for activities are set, quality is in a sense a function of seasonal length. The parameters and criteria employed are shown in Table 5.

Through introduction of the concept of the degree of user satisfaction, the critical question "How suitable?" is addressed. As an initial step, percentages of satisfaction for the critical climate factors of comfort, weather, snow cover and water temperature were established. In Table 6, the weather factors of precipitation and cloud cover conditions are shown.

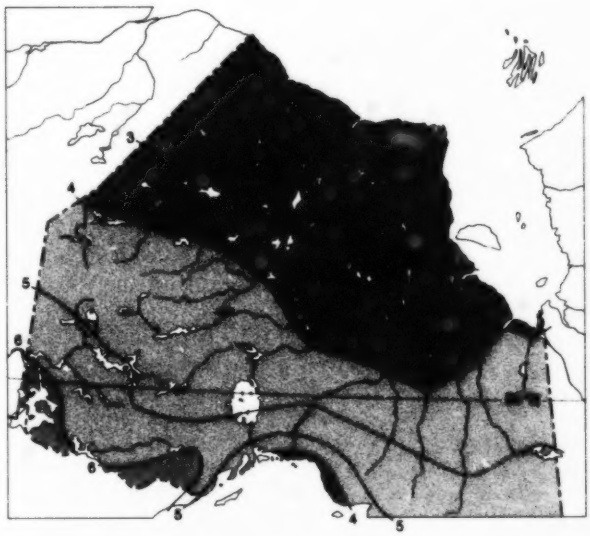
ONTARIO NORTH OF 50°

TOURIST AND OUTDOOR RECREATION CLIMATE CAPABILITY



MEAN SEASONAL LENGTH COMPARISONS

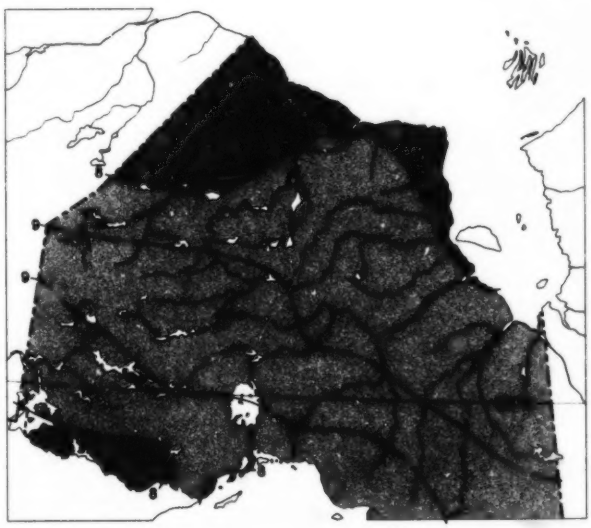
- ..... Equal winter and summer length
- —— Winter-summer length comparison
- —— High summer length



COMPLETE SUMMER MEAN CAPABILITY CLASS

- Good
- Fair
- Poor
- —— 3, 4, 5, 6

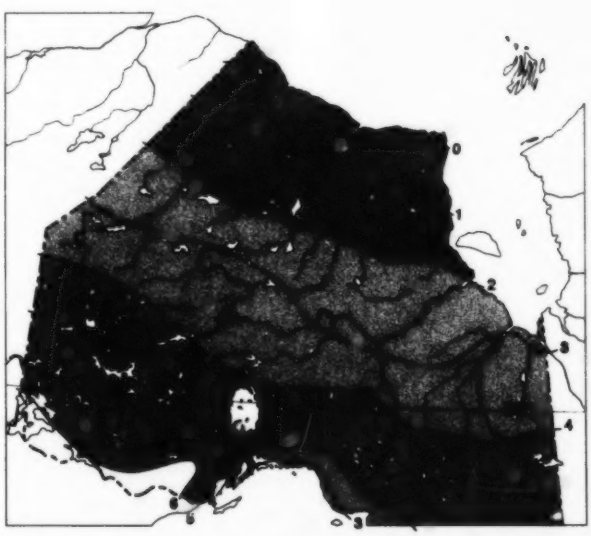
Point Rating (Scale 0-10)



WINTER MEAN CAPABILITY CLASS

- Excellent
- Good
- —— 8, 9

Point Rating (Scale 0-10)



HIGH SUMMER MEAN CAPABILITY CLASS

- Good
- Fair
- Poor
- Unsatisfactory
- —— 0, 1, 2, 3, 4, 5

Point Rating (Scale 0-10)

TABLE 4

SEASONAL LENGTH PATTERN FOR ONTARIO COMMUNITIES NORTH OF 50°

AND SELECTED COMPARATIVE LOCATIONS (1)

Location	Main Seasonal Dates					Seasonal Length - Days									
				Complete Summer		Winter		Summer							
								Spring Shoulder		High Summer		Autumn Shoulder		Complete Summer	
	1st Day Winter	Last Day Winter	1st Day Spring	1st Day High Summer	Last Day High Summer	Days	(2) Index	Days	Index	Days	Index	Days	Index	Days	Index
North of 50°															
Armstrong	Oct 24	May 3	May 18	Jun 7	Sep 1	192	84	20	53	87	69	52	78	159	69
Big Trout Lake	Oct 16	May 20	Jun 4	Jun 23	Aug 19	217	95	19	50	58	46	57	85	134	53
Fort Albany	Oct 22	May 15	May 30	Jun 26	Aug 22	206	90	27	71	58	46	60	89	145	63
Lansdowne House	Oct 19	May 18	Jun 2	Jun 18	Aug 24	212	93	16	42	68	54	55	82	139	60
Mammamattawa	Oct 20	May 12	May 27	Jun 8	Aug 30	205	90	12	32	84	67	50	74	146	63
Moosonee	Oct 25	May 11	May 26	Jun 18	Aug 28	199	87	23	60	72	57	57	85	152	66
Pickle Lake	Oct 22	May 8	May 23	Jun 9	Aug 28	199	87	17	45	81	64	54	80	152	66
Red Lake	Oct 24	May 3	May 18	May 31	Sep 4	192	84	13	34	97	77	49	73	159	69
Sioux Lookout	Oct 23	Apr 29	May 14	Jun 1	Sep 4	189	83	18	47	96	76	48	72	163	71
Winisk	Oct 8	May 23	Jun 7	No High Summer		228	100			High Summer				123	53

TABLE 4 Continued

Location	Main Seasonal Dates					Seasonal Length - Days									
				Complete Summer		Winter		Summer							
								Spring Shoulder		High Summer		Autumn Shoulder		Complete Summer	
	1st Day Winter	Last Day Winter	1st Day Spring	1st Day High Summer	Last Day High Summer	Days	(2) Index	Days	Index	Days	Index	Days	Index	Days	Index
Other Northern Ontario															
Geraldton	Oct 26	Apr 28	May 13	Jun 4	Sep 5	183	80	22	58	94	75	52	78	168	73
Kapuskasing	Oct 21	May 6	May 21	Jun 3	Sep 2	198	87	13	34	92	73	48	72	153	66
Kenora	Oct 28	Apr 7	May 12	May 27	Sep 8	182	80	15	39	105	83	49	73	169	73
North Bay	Nov 11	Apr 15	Apr 30	May 22	Sep 17	156	68	22	58	119	94	54	80	195	84
Thunder Bay	Nov 9	Apr 17	May 2	Jun 4	Sep 8	160	70	33	87	97	77	61	91	191	83
Timmins	Oct 29	Apr 28	May 13	May 30	Sep 6	182	80	17	45	100	79	52	78	169	73
Southern Ontario															
Orillia	Nov 15	Apr 7	Apr 22	May 21	Sep 24	144	63	29	76	127	101	51	76	207	90
Toronto Island	Nov 30	Mar 29	Apr 13	May 21	Sep 23	120	53	38	100	126	100	67	100	231	100

Source: Reference [4], Volume One
(1) This table excludes the two-week spring thaw period
(2) Highest value indexed to base 100

TABLE 5

PARAMETERS AND CRITERIA FOR A SUITABLE DAY

(Must be met for 5 hours between 10 am and 6 pm but not necessarily consecutive hours)

Season and Activity	Temperature °C (1)	Visibility km (1)	Cloud Cover	Wind Speed km/hr (1)	Precipitation
I. All Year					
Landscape Touring	-24 to 32	> 5	Not Considered	<41	Nil
II. Summer					
Passive Activities	>12	>1.6	<8/10	<33	Nil
Vigorous Activities	13 to 32	>3	<8/10	<33	Nil
Beaching	>20	>1.6	<7/10	<25	Nil
III. Winter					
Skiing	>-17	>.8	Not Considered	<25	Nil or Light Flurries
Snowmobiling	>-6	>.8	Not Considered	<25	Nil or Light Flurries

Source: Reference [4], Volume Two

(1) Limits set in the source document in degrees Fahrenheit or miles per hour have been converted to the nearest rounded Celsius or kilometer value.

TABLE 6

LIMITS FOR
SATISFACTION OF PARTICIPANTS IN ACTIVITIES AS A FUNCTION OF
WEATHER FACTORS

Activity	Season	Weather Factors			
		Sunny 0-2/10	Partly Cloudy 3/10-7/10	Cloudy 8/10	Wet .25 cm
Landscape Touring	Complete Summer	100%	100%	75%	0%
Vigorous and Passive Activities	Spring and Autumn	100	75	50	0
Vigorous and Passive Activities	High Summer	75	100	50	0
Beaching	High Summer	100	50	25	0
Skiing and Snowmobiling	Winter	100	75	50	25 (snow)

Source: Reference [4], Volume Two

A wet day was defined as one having .25 cm or more of precipitation in a 24-hour period. It was assumed that all wet or snowy days were cloudy. Cloud cover conditions at 1:30 pm divided dry days into three types: sunny 0 - 2/10 cloud cover; partly cloudy 3/10 - 7/10 cloud cover; cloudy 8/10 or more cloud cover.

The percentage of those engaged in different tourist and outdoor recreation activities that are satisfied by the various weather types is shown. For example, it was considered that 100 per cent of those engaged in beaching would be satisfied with sunny weather, 50 per cent with partly cloudy and zero per cent with wet. Wet conditions were said to be unsatisfactory for all participants engaged in all activity pursuits. In the case of skiing and snowmobiling, it was considered that only about 25 per cent would be satisfied with snowfall greater than 25 cm in a 24-hour period. Heavy snowfall tends to restrict travel from urban centres to ski slopes, particularly if there is a risk of not being able to return to work at a fixed time. In addition, excessive snowfall detracts from skiing satisfaction for many. [4]

In the second step, indices of climatic satisfaction were developed for the individual activities and activity groupings. Here the index is a function of two or more factors that are considered relevant. For example, it was felt that the indices for beaching, vigorous and passive outdoor activities, landscape touring and snowmobiling are dependent upon weather and comfort satisfaction.

In the final step, seasonal ratings and quality classes were prepared for activities and activity groupings. The quality ratings for the five summer activities (landscape touring, vigorous and passive outdoor recreation activities, beaching, and swimming) and those for the two winter activities (skiing and snowmobiling) were summated. The results were presented on a rating scale (0 to 10) and a descriptive quality class basis as shown in Table 7.

TABLE 7

SEASONAL RATINGS AND CLASSES

Seasonal Ratings	Seasonal Quality Classes	
10 9 8	Excellent	(E)
7 6	Good	(G)
5 4	Fair	(F)
3 2	Poor	(P)
1 0	Unsatisfactory	(U)

Source: Reference [4], Volumes Two and Three

The discussion that follows is centered around the results of the final step of the work as they relate to centres in Ontario North of 50° and comparative points in other parts of the province. From Table 8 the strength of winter in Ontario North of 50° in terms of quality for tourism and outdoor recreation is immediately apparent. The point rating index on a scale of 0 to 10 ranges from 8.0 to 9.5 and the area is uniformly classed as excellent. The study area is clearly superior to southern Ontario and adjacent northerly outdoor tourist and recreation areas as exemplified by the values for Orillia (index 6.0 - class good).

The combined length and strength of the season are illustrated in Table 9 showing the period of reliable snow cover, together with the sum of the daily quality index values. The latter combine snow cover reliability with comfort and weather satisfaction, thereby providing a comprehensive measure of quality.

At locations North of 50° the strength of the reliable snow cover period is obvious. Values range from 106 days at Sioux Lookout, a point typical of the more southerly locations in the study area, to a high of 152 days at Winisk. Many of the more southerly points in northern Ontario that have winter resort operations display much less strength in terms of the important snow cover characteristic: North Bay - 95 days, index 62; Thunder Bay - 85 days, index 56; and Kenora - 97 days, index 64. The comparative weakness of resort areas in southern Ontario also is clearly evident: Orillia - 51 days, index 33; Huntsville - 77 days, index 51; and Collingwood - 38 days, index 25.

In terms of the summated values for the daily index of overall climatic satisfaction for snowmobiling shown in Table 9, the strongest values are associated with the more southerly portions of Ontario North of 50° and the Boreal and Great Lakes Forest Regions as far south as Huntsville. Assigning an index value of 100 to Timmins, the location displaying the highest accumulated index (6148), the comparative situation becomes immediately apparent. The far northern parts of the study area are only 75 per cent as strong due to the depressing impact of shorter daylight hours, cold temperatures and high windspeeds prevalent in the area during a portion of the reliable snow cover period. In effect, winter is "too strong" over a part of this season.

In Table 10 the indices of climatic satisfaction for snowmobiling are shown for locations North of 50° by 10-day periods from October to May. By mid-November values are 50 and above for far northern locations and by late November they prevail across all the study area. They persist until the end of March and until mid-April in far northern locations such as Winisk.

From Table 11 it will be seen that highest index values for skiing and snowmobiling compare favourably with those for commercial locations in other parts of Ontario enjoying a winter tourist and outdoor recreation economy. The time of occurrence of the best conditions is early March to early April, beginning about two weeks earlier in the southern parts of Ontario North of 50° and lasting two weeks longer in the more northerly areas such as Winisk and Big Trout Lake. It is important to note that in southern Ontario the season is over at this period or well past its prime. In effect, Ontario North of 50° has the Easter/spring season market to itself insofar as competition from points in eastern North America is concerned.

From Table 8, the weakness of the summer season is clear. In high summer, which represents the central core of tourist operations in that it is associated with vacation periods and the greatest intensity and variety of activity pursuits, the quality classes range from fair to poor. There is no high summer at Winisk. The point ratings, representing accumulated satisfaction indices for all summer activities combined and transformed into a scale from 0 to 10, are very weak.

Values range from a low of 2.2 at Big Trout Lake and Fort Albany to 5.0 at Red Lake. Compared with Niagara-on-the-Lake, the most favourable location in southern Ontario, the quality of the high summer North of 50° is only 55 to 24 per cent as strong from its best southern locations to its least favourable northern. Conditions for the complete summer North of 50° are only marginally better than those of high summer. The quality classes are identical but the point ratings are slightly better in both an absolute and comparative sense.

In Table 12 the mean complete and high summer ratings and classes by activities and activity groupings are shown for areas North of 50°. Swimming and beaching, two summer outdoor activities, are essentially precluded with ratings on a scale of 0 to 10 ranging from 0 to 3 and the quality classes from unsatisfactory to poor. Climatic conditions for vigorous and passive outdoor recreation activities that include angling, hunting, and wilderness canoeing, boating and hiking are not generally attractive during the complete or high summer season. On a scale from 0 to 10, quality ratings for the high summer range from 1 to 6 and quality classes from unsatisfactory to fair. Due to somewhat more satisfactory fall conditions, the ratings for the complete summer are marginally better varying from 3 to 6 and classes from poor to good in the Albany West area. It is clear that environmental attributes other than climate must be present to support tourism development. Stated in another fashion, many important traditional summer activities of North Americans are virtually precluded by climatic constraints and hunting, fishing and wilderness travel potentials must be sufficiently strong to offset the climatic limitations. Fortunately that appears to be the case.

TABLE 8

MEAN WINTER AND SUMMER SEASONAL
CLASSES FOR ONTARIO COMMUNITIES
NORTH OF 50° AND SELECTED COMPARATIVE LOCATIONS

LOCATION	Winter Season			Summer Season					
				High Summer			Complete Summer		
	Rating		Class	Rating		Class	Rating		Class
	Pts	Index		Pts	Index		Pts	Index	
North of 50°									
Armstrong	9.5	100	Excellent	4.2	47	Fair	4.6	51	Fair
Big Trout Lake	8.0	84	Excellent	2.2	24	Poor	3.0	33	Poor
Fort Albany	8.0	84	Excellent	2.2	24	Poor	3.0	33	Poor
Lansdowne House	9.0	95	Excellent	3.2	35	Poor	3.8	42	Poor
Mammamattawa	9.0	95	Excellent	3.8	42	Poor	4.0	44	Poor
Moosonee	8.5	89	Excellent	3.0	33	Poor	3.8	42	Poor
Pickle Lake	9.5	100	Excellent	3.8	42	Poor	4.4	49	Poor
Red Lake	8.5	89	Excellent	5.0	55	Fair	5.2	58	Fair
Sioux Lookout	8.5	89	Excellent	4.6	51	Fair	5.0	55	Fair
Winisk	8.0	84	Excellent	NO HIGH SUMMER			2.4	27	Poor
Other Northern Ontario									
Geraldton	9.5	100	Excellent	4.6	51	Fair	5.0	55	Fair
Kapuskasing	9.0	95	Excellent	4.0	44	Fair	4.4	49	Fair
Kenora	8.5	89	Excellent	5.8	64	Fair	6.0	67	Good
North Bay	9.0	95	Excellent	6.8	75	Good	6.6	73	Good
Thunder Bay	8.5	89	Excellent	4.8	53	Fair	5.6	62	Fair
Timmins	9.5	100	Excellent	5.0	55	Fair	5.0	55	Fair
Southern Ontario									
Niagara-on-the-Lake	.0	-	Unsuitable	9.0	100	Excellent	9.0	100	Excellent
Orillia	6.0	63	Good	7.8	86	Good	7.8	87	Good
Trenton	4.0	42	Fair	8.2	91	Excellent	8.6	95	Excellent

Source: Reference [4], Volumes Two and Three

TABLE 9

SELECTED WINTER QUALITY MEASURES

LOCATION	1st Day of Winter	Reliable Snow Cover			Sum of Daily Index Values For Snowmobiling	
		1st Day	Total Days	Index	Total	Index
North of 50°						
Armstrong	Oct 24	Nov 27	110	72	5964	96
Big Trout Lake	Oct 16	Nov 13	135	89	4688	76
Fort Albany	Oct 22	Nov 24	119	78	4952	80
Lansdowne House	Dec 19	Nov 17	125	82	5599	91
Mammamattawa	Oct 26	Nov 25	115	76	5470	89
Moosonee	Oct 25	Nov 26	115	76	5170	84
Pickle Lake	Oct 22	Nov 21	119	78	5757	94
Red Lake	Oct 24	Nov 26	107	70	5340	87
Sioux Lookout	Oct 23	Nov 27	106	70	5117	83
Winisk	Oct 8	Nov 9	152	100	4634	75
Other Northern Ontario						
Geraldton	Oct 28	Nov 29	108	71	5821	95
Kapuskasing	Oct 21	Nov 27	112	74	5871	91
Kenora	Oct 28	Dec 2	97	64	5072	82
North Bay	Nov 11	Dec 11	95	62	6008	98
Thunder Bay	Nov 9	Dec 12	85	56	5686	92
Timmins	Oct 29	Dec 1	106	70	6148	100
Southern Ontario						
Collingwood	Nov 16	Jan 11	38	25	3940	64
Huntsville	Nov 9	Dec 15	77	51	5486	89
Orillia	Nov 15	Jan 2	51	33	4211	68

Source: Reference [4], Volume Three

TABLE 10

INDICES OF CLIMATIC SATISFACTION FOR SNOWMOBILING IN ONTARIO NORTH OF 50°
BY TEN-DAY PERIODS

LOCATION	OCT			NOV			DEC			JAN			FEB			MAR			APR			MAY		
	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3
Armstrong			5	16	42	54	61	64	63	65	63	65	70	70	76	73	68	49	30	12	2	1		
Big Trout Lake		4	13	28	59	61	57	47	41	37	36	38	43	53	63	72	75	69	50	23	13	6	2	
Fort Albany			7	17	41	55	63	60	56	51	49	51	59	62	69	72	70	58	41	27	15	9	3	
Lansdowne House		1	8	23	54	58	64	60	53	52	50	51	60	67	72	78	74	61	41	19	9	4	1	
Mammamattawa		1	7	14	37	50	63	60	59	58	55	59	68	71	72	74	69	55	33	14	6	2		1
Moosonee			7	14	39	53	65	62	59	59	53	57	61	66	70	71	68	53	35	21	10	4	2	
Pickle Lake			9	24	47	57	65	60	59	59	58	59	65	70	73	76	71	56	36	15	4	1		
Red Lake			5	15	39	55	62	62	61	61	60	61	68	72	75	75	60	43	25	8	2	1		
Sioux Lookout			5	13	36	52	58	63	58	62	62	62	65	70	74	68	53	43	22	7	1			
Winisk	1	2	9	22	57	64	57	46	38	33	30	29	37	36	43	54	64	69	75	67	44	23	7	2

Source: Reference [4], Volume Three

TABLE 11

HIGHEST CLIMATIC SATISFACTION INDICES FOR SKIING AND SNOWMOBILING AND THEIR TIME OF OCCURRENCE

LOCATION	Range of Highest Indices For		Time of Occurrence Of Highest Indices For Skiing and Snowmobiling
	Skiing	Snowmobiling	
North of 50°			
Hudson Bay Shore	49-52	74-75	Late March to Early April
Patricia	47-54	71-76	Mid to Late March
Albany East	47-56	71-76	Early to Mid March
Albany West	53-57	74-78	Early to Mid March
Other Northern Ontario			
Thunder Bay	60-62	75-76	Late Feb
Height of Land East	55-72	74-78	Late Feb to Early March
Height of Land West	52-58	74-77	Late Feb to Early March
Southern Ontario			
Muskoka	50-59	67-69	Mid to Late Feb
Haliburton East	45-63	63-73	Mid to Late Feb
Southern Georgian Bay	52-57	63-67	Mid Feb

Source: Reference [4], Volume Three

TABLE 12

SEASONAL POINT RATINGS AND QUALITY CLASSES BY ACTIVITY PURSUITS FOR ONTARIO NORTH OF 50°

	Swimming		Beaching		Vigorous Activities		Passive Activities		Landscape Touring		Combined	
	Rate	Class	Rate	Class	Rate	Class	Rate	Class	Rate	Class	Rate	Class
Complete Summer												
Hudson Bay Shore	0	U	0	U	3	P	3	P	6	G	2-3	P
Patricia	0	U	0-1	U	3-5	P-F	3-4	P-F	6	G	2-4	P-F
Albany East	0-1	U	1-3	U-P	4-5	F	4-5	F	6-7	G	3-4	P-F
Albany West	1	U	2-3	P	5-6	F-G	4-6	F-G	6-7	G	3-5	P-F
High Summer												
Hudson Bay Shore						No High Summer						
Patricia	0	U	0-1	U	1-3	U-P	1-3	U-P	0-4	U-F	2-3	P
Albany East	0-1	U	1-3	U-P	3-5	P-F	3-4	P-F	4-6	F-G	3-4	P-F
Albany West	1	U	2-3	P	4-6	F-G	3-5	P-F	4-6	F-G	3-4	P-F

Source: Reference [4], Volume Two

U = Unsatisfactory
P = Poor
F = Fair
G = Good
E = Excellent

MAJOR IMPLICATIONS FOR TOURISM PLANNING, DEVELOPMENT AND OPERATION

The significant implications of climate noted subsequently must be clearly recognized and accommodated in all phases of decision-making related to tourism program and facility investment planning, development and operations by government and the private sector. No other single component of the natural supply foundations exerts such a widespread fundamental impact. Moreover, climate is a critical determinant of user satisfaction for many specific activity pursuits. For public and private enterprises to ignore the effects of climate is to court financial disaster and the cruel destruction of employment and income aspirations in an environment that is now severely restricted in this regard.

FOR WINTER PROGRAM AND FACILITY DEVELOPMENT

The introduction of tourist programs and facilities to exploit the opportunities of the longest and strongest climate season is essential for the development of a strong and dynamic industry capable of making its maximum impacts on the economic structure of Ontario North of 50°. Without winter tourism, the contribution of the sector to investment, employment and income will remain noticeably limited.

FOR SUMMER PROGRAM AND FACILITY DEVELOPMENT

Climatic patterns severely restrict the type and scale of viable investment opportunities in Ontario North of 50° in the following manner:

Large-scale, multi-faceted commercial resort operations essentially focused on beaching, swimming, pleasure boating, golf, tennis and similar outdoor pursuits are generally precluded from Ontario North of 50° by climatic constraints.

While angling and hunting sport camp and wilderness adventure travel development potentials are of sufficient strength to reduce climatic limitations to secondary or minor status, constraints or limitations are imposed in two respects. First, the transition of outpost camps and lodges North of 50° to multiple activity resort developments, as occurred in many places in southern Ontario when their remote fly-in characteristics were destroyed by unrestricted road access, is unlikely. Secondly, new lodge developments north of the seventh and eleventh baselines will be restricted essentially to sport camp activities. While new lodge complexes in this area may offer a wide range of indoor support facilities, possibly even small conference and business meeting rooms, climatic conditions will be minimal to unsatisfactory for beaching, swimming and passive outdoor recreation activities. Investment decision-making must recognize and accommodate these limitations.

FOR NATURAL ENVIRONMENTAL SUPPLY FOUNDATIONS

Climate imposes a powerful impact on the productivity and resilience of the various elements of the natural environmental supply foundations for tourism including wildlife, fish and general terrain attractivity. Compared with the southern part of the province, the environment can support only relatively low levels of fish and wildlife harvesting and recreation activity pursuits if the attractivity of the natural resource foundations is to be sustained. High intensity harvesting and terrain use will quickly and inevitably result in destruction of natural capabilities, sometimes requiring a century or more for recovery.

FOR FUTURE RESEARCH

Seasonal length and quality can deviate considerably from the average (or mean) in any given year. Fortunately for the main tourist operations in Ontario North of 50°, factors such as angling quality, hunting potential and wilderness impact are more important than weather variability. Moreover, they involve relatively unchangeable travel commitments, requiring planning and booking several months in advance. However, in the case of those tourist facilities and services where the customer has considerable latitude for delayed or last minute decision-making (for example, motel accommodation or camping), weather variability can be an important factor. Two or three years of poor weather can virtually wipe out a tourist operation relying on mean climatic conditions to meet financial commitments. Those involved with development of tourist operations require information regarding the probability that climatic conditions will be close to the mean, particularly in the critical opening years when the debt load is high and there is an urgent need for sales to generate a high cash inflow.

ISSUES

There are no issues associated with climate in relation to tourism development in Ontario North of 50°. It is noted, however, that climate is a fundamental dimension of the broader issue of realistic assessment of overall environmental supply strengths and limitations.

SUPPORT DOCUMENTATION

RELATED AGENCIES, PROGRAMS AND INFORMATION OUTPUT

The Atmospheric Environment Service (AES), Canada Department of the Environment offers access to a general climatic data base for numerous weather stations in Ontario North of 50° and specialized consultation services in applied tourism and outdoor recreation climatology. Contact can be made with the regional office of AES in central Toronto or the headquarters office at Downsview as noted later.

The long-term abstracts of climatic normals for various elements (temperature, snowfall, sunshine hours, etc.) are now available for examination in microfiche or can be ordered in printed form upon request.[5] The fiche records now contain measures of variability for the mean values including standard deviations and percentile tables for 5, 25, 50, 75 and 95 per cent of the observations. Both the standard deviation and percentile tables have important applied value in tourism planning, development and operation. From the latter information the percentage of the observations above and below the mean can be determined. In effect a form of probability statement has been prepared.

Tourism interests should exert their influence to ensure that planners use the available probability information base where appropriate and that the Atmospheric Environment Service incorporates this aspect into all future applied climatology studies related to tourism and outdoor recreation in Ontario North of 50°.

The Meteorological Applications Branch of AES at Downsview has developed a small expert tourism and outdoor recreation climate group that has undertaken numerous regional and national park climate studies over the past 13 years. The group is available for consultation and will execute research on a user-pay basis. In addition, the regional offices of AES in downtown Toronto have been involved in the tourism and outdoor recreation field of applied climatology at various times. The contact points are:

Outdoor Recretion Group
Meteorological Applications Branch
Atmospheric Environment Service
Canada Department of the Environment
4905 Dufferin Street
Downsview, Ontario M3H 5T4
(416) 667-4907

Ontario Regional Headquarters
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Canada Department of the Environment
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CONTACTS MADE IN COURSE OF STUDY

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